R E P O R T R E S U M E S

ED 018 616 VT 003 232

EXPANDING EMPLOYABILITY IN ONTARIO, AN ASSESSMENT OF THE FEDERAL-PROVINCIAL PROGRAM FOR TRAINING AND UPGRADING THE SKILLS OF THE UNEMPLOYED AND ITS IMPLICATIONS FOR GOVERNMENTS, BUSINESS, AND LABOUR.

BY- FORSYTH, G.R. NININGER, J.R.
ONTARIO ECONOMIC COUNCIL, TORONTO

PUB DATE MAY 66

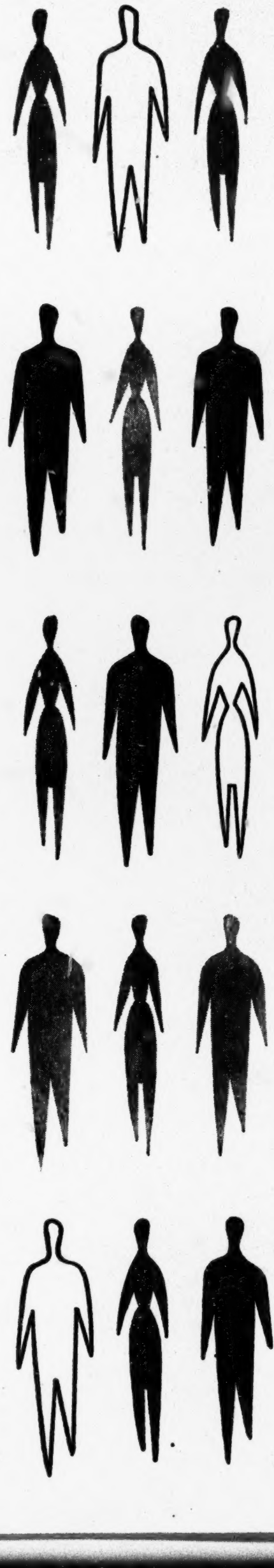
EDRS PRICE MF-$0.50 HC-$2.96 72P.

DESCRIPTORS- *MANPOWER DEVELOPMENT, MANPOWER UTILIZATION, *JOB TRAINING, *UNEMPLOYED, PROGRAM DESCRIPTIONS, *PROGRAM EFFECTIVENESS, *PROGRAM EVALUATION, FEDERAL LAWS, FEDERAL PROGRAMS, STATE PROGRAMS, JOB PLACEMENT, GOVERNMENT ROLE, INDIVIDUAL CHARACTERISTICS, EMPLOYERS, ONTARIO, PROGRAM 5,

PROGRAM 5 TRAINING FOR THE UNEMPLOYED CAME INTO EXISTENCE UNDER THE TECHNICAL AND VOCATIONAL TRAINING ASSISTANCE ACT OF 1960. THIS STUDY WAS CONDUCTED TO EVALUATE THE PROGRAM'S EFFECTIVENESS AND PROVIDE GUIDELINES FOR ITS FUTURE OPERATION. THE STUDY CONCENTRATED ON (1) THE PROGRAM TRAINEES, (2) EMPLOYER KNOWLEDGE, ATTITUDES, AND USE OF THE TRAINEES, AND (3) THE ADMINISTRATIVE ASPECTS OF THE PROGRAM. DATA FROM PERSONAL INTERVIEWS AND MAILED QUESTIONNAIRES INDICATED THAT THE PROGRAM HAD BEEN HIGHLY SUCCESSFUL BY ALMOST EVERY MEASURE AVAILABLE. THE ENROLLMENT GREW FROM 500 IN 1960 TO 23,000 IN 1964 WHICH REPRESENTED ALMOST 28 PERCENT OF THE UNEMPLOYED. NEARLY 70 PERCENT OF THE TRAINEES FOUND EMPLOYMENT WITHIN A MONTH AFTER GRADUATION. THE COMPLETION RATE OF THE TRAINING PROGRAMS VARIED BETWEEN 40 AND 60 PERCENT WITH MANY OF THOSE WHO DROPPED OUT DOING SO TO ACCEPT EMPLOYMENT. THE PROGRAM'S LACK OF WELL-DEFINED OBJECTIVES AT ALL LEVELS OF OPERATION COMPLICATED THE DEVELOPMENT OF EFFECTIVE POLICIES AND PERFORMANCE MEASURES. EMPLOYERS WERE NOT INFORMED ABOUT THE PURPOSES OF THE PROGRAM AND THERE WERE NO EFFECTIVE MEANS OF KEEPING THE PROGRAM ABREAST OF EMPLOYER NEEDS. THE MANY RECOMMENDATIONS ARE GROUPED UNDER THE HEADINGS (1) ROLE OF GOVERNMENT IN EDUCATION AND MANPOWER DEVELOPMENT, (2) AWARENESS OF THE NEED FOR MANPOWER TRAINING, (3) TESTING AND COUNSELING--PERSONNEL AND FACILITIES, (4) THE ROLE OF THE NATIONAL EMPLOYMENT SERVICE, (5) MEASURES OF PROGRAM PERFORMANCE, AND (6) NEEDS OF THE INDIVIDUAL TRAINEE. THE RESEARCH DESIGN, A NONRESPONSE ANALYSIS, A LIST OF COURSES OFFERED IN ONTARIO, AN EXPLANATION OF STUDENT LIVING ALLOWANCES, AND COMPLETION RECORD FORMS ARE INCLUDED IN THE APPENDIXES. (HC)

Expanding Employability in Ontario

an assessment of
the federal-provincial program
for training
and upgrading the skills
of the unemployed
and its implications
for governments, business, and labour



by G. R. Forsyth
and J. R. Nininger
of the University of Western Ontario

A REPORT OF THE ONTARIO ECONOMIC COUNCIL, 1966

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

LIBRARY
THE CENTER FOR VOCATIONAL AND
TECHNICAL EDUCATION
THE OHIO STATE UNIVERSITY

Expanding Employability in Ontario

an assessment of
the federal-provincial program
for training
and upgrading the skills
of the unemployed
and its implications
for governments, business, and labour

by G. R. Forsyth
and J. R. Nininger
of the University of Western Ontario

● A REPORT OF THE ONTARIO ECONOMIC COUNCIL, 1966

FOREWORD

All Canadians have a major stake in the upgrading of the labour force.

It is not only those directly involved who suffer from the idleness of the jobless or from the under-productivity of those potentially capable of making a more significant contribution to their own and their nation's well-being.

This is not a welfare problem, but one of total economic concern.

It is against this background that the Ontario Economic Council, in association with the Ontario Departments of Education and Labour, initiated this study, covering the years 1960–65, of the federal-provincial, shared-cost Program 5 for the training and retraining of the unemployed in Ontario.

Program 5 is, of course, part of a much larger technical and vocational training plan in which Canadians, through their federal and provincial governments and their local school boards, have, during these past five years, invested over $1 billion.

Ontario's participation in these programs, and in Program 5 in particular, represents approximately one-half the entire Canadian effort and has made a most significant contribution toward expanding and upgrading the labour force.

Since the period covered by this study, moreover, a further major step has been taken under the "on-the-job" phases of Programs 4 and 5. In the last five months alone close to 10,000 additional persons have become involved in this activity of the Ontario and Canada Departments of Labour. In 1966 it appears likely that a total of over 40,000 will participate in training courses sponsored by the Departments of Education and Labour.

While this is a far cry from the total of 494 Ontario unemployed trainees in 1960, the continued success of these undertakings can be assured only if their component parts are regularly assessed and adjusted to changing economic conditions.

In any such assessment, moreover, the best interests of the individual must remain paramount. While in any skill upgrading program involving three levels of government and a national employment service the approach will inevitably be somewhat institutionalized, the broadest possible opportunity should be given to varieties of abilities.

The core of our free, democratic society is the inherent flexibility of the individual to adjust to changing conditions and the collective role of society, through government, is to help the individual secure the necessary educational and informational tools to facilitate such adjustments.

Is adult training a matter of right? Is it the responsibility of a national employment service to determine whether an applicant should take training or be referred to a job? Should adult skill training at public expense apply only to the paid worker segment of the work force? Or should it also apply to marginal farmers and others wishing to upgrade their employment opportunities, including the self-employed or "own account" workers?

Indeed should exclusive responsibility for the provision of adult educational and skill upgrading courses lie with governments or should an unemployed person be permitted to enroll in privately sponsored courses? For example, while it has not been too widely publicized, for some years past if an unemployed person who is a claimant for benefit enrolls at his own expense in a privately sponsored vocational training course, he has been able, on approval of the Unemployment Insurance Commission, to retain his eligibility for unemployment insurance benefits while on such a course. Last year over 4,000 unemployed Canadians took advantage of this "approved Unemployment Insurance Commission" course assistance. In Ontario the total was 1,530. They made their own personal assessment of their individual aptitudes in relation to expanding occupations.

There are still many questions to be answered in this broad area of vocational training. This study, however, undertaken by G. R. Forsyth and J. R. Nininger of the School of Business Administration of the University of Western Ontario, was necessarily confined to certain major aspects of Program 5.

And as Messrs. Nininger and Forsyth will readily admit, this is merely a first attempt at an evaluation of tentative solutions to what is a most complex problem. They, and we, however, trust that it will make some contribution to a broader understanding of the opportunities and methods of training and upgrading the skills of unemployed persons, thus increasing productivity, and, more important, expanding opportunities for employment.

Having reviewed the report which follows, the Ontario Economic Council endorses the recommendations contained therein and commends them to the consideration of governments—local, provincial and federal, to industry and to the trade union movement.

W. H. CRANSTON,
Chairman, Ontario Economic Council

ACKNOWLEDGEMENTS

THIS STUDY, initiated and financed by the Ontario Economic Council, began in May of 1965. The field work was conducted during the summer of 1965 and the information obtained was processed and analysed and the report was written during the fall and winter. Its completion would not have been possible without the valuable assistance we received throughout the course of the study.

First, we would like to express our thanks to the Ontario Department of Education, especially to Mr. W. R. Stewart, Assistant Deputy Minister, Mr. N. A. Sisco, Director of the Technological and Trades Training Branch, and Mr. E. L. Kerridge, Administrator of Training for the Unemployed, and to the Ontario Department of Labour, especially to Mr. J. R. Kinley, Research Director.

Second, we would like to extend our thanks to the Federal Department of Labour, particularly Dr. Boris Celovsky, who provided us with valuable assistance in the design of the study. Our thanks are also due to Mr. William Thomson, National Director of the National Employment Service and to the N.E.S. offices in the six survey cities.

Third, the success of this study was due largely to the cooperation we received from the forty Program 5 coordinators throughout the province. We would like to express our appreciation to them, particularly the coordinators in the six survey cities of Cornwall, Ottawa, Sarnia, Timmins, Toronto and Welland.

We would like also to express our appreciation to several of our associates at the School of Business Administration who offered helpful advice. Also to those persons who assisted us with the collection and processing of the data, especially Mr. David Lakin and Mr. Ray Mileski, and to Mrs. Mary Boniface who diligently typed the manuscript.

The authors acknowledge a particular indebtedness to Mr. H. S. Lee, Senior Economist of the Council, who contributed much to the completion of the project.

Without the help of these and others too numerous to mention this report could not have been completed. Of course, the responsibility for its contents belongs solely to the authors.

G. R. FORSYTH
J. R. NININGER

LONDON, ONTARIO
MAY, 1966.

Introduction

I. Objectives of the Study

GOVERNMENTAL BODIES have long been cognizant of the importance of providing education and training for the labour force. The Industrial Education Act of 1911 expressed early commitment to this need by the Government of Ontario. The federal Youth Training Act of 1939 and the Vocational Coordination Act of 1942 made possible joint federal-provincial programs.

The technological advances and pressures on the labour force during the past decade, however, dictated a more sophisticated and greatly accelerated approach to the development of human resources and skill upgrading.

The federal and provincial governments reinforced their commitment through the Technical and Vocational Training Agreement which came into effect late in 1960. It provides for the sharing between the two levels of government of the costs of various types of vocational education and training. Of its ten facets, Program 5 is specifically designed to provide, through training and retraining, skills which will help unemployed persons to secure better and more stable jobs.

Program 5 began during a period of relatively high unemployment. From a 1960 enrollment of 8,804 across Canada, participation in 1964 had grown to 44,809. Ontario has provided more than half the total training carried out under the program and the related tax investment has been in order of $50 million. This is a substantial public commitment. From all appearances it will continue and will likely expand.

Apart from the numerical indicators, comparatively little is known about Program 5, the extent to which it has met its original objectives, the nature of the persons being trained, the rate of success attained by trainees in course completion and in obtaining employment following training, employer attitudes toward the program and its trainees, and the relative effectiveness of the many administrative aspects of the program in meeting the needs of both trainees and prospective employers.

Basic to the need for more information on these aspects is, of course, the necessity to examine the objectives of Program 5 in the light of current economic conditions.

This study is an attempt both to evaluate the operation of Program 5 in Ontario with a view to providing some measure of its effectiveness, and more important, to help provide guidelines for its future operation in the light of constantly changing manpower requirements.

II. Scope of the Study

As a result of consultations with various government agencies at both the federal and provincial levels, it was decided that a study of this type would be most beneficial if it were to concentrate on specific areas of the Program 5 operation. Essentially the study concentrates on the program trainees; employer knowledge, attitudes and use of such trainees; and some of the administrative aspects of the program.

The study of the trainee was the largest segment of the investigation. The objective here was to learn as much as possible about persons being trained; their personal and educational characteristics; their employment and unemployment experience; the type of courses taken, and success in completion; and the employment experiences after training.

This information was obtained through personal interviews with trainees in the following six cities in Ontario: Cornwall, Ottawa, Timmins, Toronto, Sarnia and Welland. Appendix A contains a detailed explanation of the questionnaire design, data gathering procedures, reasons for choosing the six cities, and the sampling techniques employed in gathering the data.

Since the prime objective of the program is to train people in skills which will allow them to become gainfully employed, it was necessary to get some indication of how these trainees were meeting the needs of employers. This was the second segment of the study.

An attempt was also made to determine the extent to which Ontario employers were aware of the existence of Program 5 and to what extent they made use of this source of manpower. If an employer had employed graduates of the program, an attempt was made to determine the suitability of the graduates to the type of work for which they were hired. In addition, information was solicited from employers on a number of other aspects of their manpower development practices. In general they were asked questions about past, present and anticipated future labour requirements both in terms of numbers and in terms of methods used to meet these shortages. An attempt was also made to deter-

mine the extent to which employers normally engaged in manpower planning.

The above information was solicited by means of a mailed questionnaire to a cross-section of employers in the province of Ontario. Appendix A also contains a detailed explanation of the employer questionnaire design and the sampling techniques employed.

The third area of investigation was into some of the administrative aspects of the operation of Program 5. The purpose was to gain an insight into some possible problem areas which impeded progress. More specifically an examination was made of the process of trainee selection and induction into the program; testing and counselling facilities in use in the various centers; and methods employed in assisting trainees in securing employment following training. The network of communications at all three levels of the program (federal, provincial, municipal) was also examined.

This information was gathered through interviews with persons concerned with the administration of the program at the municipal level (the coordinator), the National Employment Service special services officers in the six survey cities, as well as various persons concerned with the administration at the provincial and federal levels of government.

III. Limitations of the Study

The task of examining the effectiveness of an educational program such as Program 5 is difficult and complex. As a result, it is subject to two categories of limitations.

The first category deals with areas of the program which did not come under scrutiny. No attempt was made to examine the characteristics of the unemployed population in general to provide a basis for comparison with persons who were taking training. While this is an important consideration in the overall appraisal of the effectiveness of Program 5, it was omitted from this study because the federal Department of Labour had commenced an investigation into this aspect.

Nor did the study include an examination of the teaching process. No attempt was made to examine the content of various courses, teaching methods, or level of instruction. Such a study is in itself a major task, and it was felt that it could best be undertaken at a later time.

Finally, for the same reason, no attempt was made to compare the development of Program 5 in Ontario with the development of the program in other provinces.

The second category deals with limitations which resulted from certain aspects of the data collection and presentation process. The task of evaluating Program 5 was complicated by the lack of available information on alternate methods of training unemployed persons. Without comparative data (a control group) it is difficult to determine whether or not Program 5 is a good way to train the unemployed. However in spite of this limitation, the present study gives a number of criteria for judging the effectiveness of the program.

In the area of the trainee interview, two limitations warrant mention. First, because of the limitation of time, it was necessary to restrict the trainee interviews to six Ontario cities. It follows, therefore, that the conclusions which are drawn about the trainees must be limited to the six areas studied and should not be used as generalizations of trainees in all 40 Program 5 centers in the province.

Second, some difficulty was encountered in contacting persons to be interviewed. Owing to the mobility of trainees, not all persons selected for interview could be reached, thus giving rise to the possible problem of non-response bias. The nature of this problem and its significance are discussed at the beginning of Chapter III: Trainees, and in detail in Appendix B: Non-Response Analysis.

Third, the findings and conclusions drawn in Chapter II: Objectives and Responsibilities, and in Chapter IV: The Program Process, are based entirely on personal interviews held with a wide variety of individuals connected with the administration of the program. Unlike the trainee interviews, these were not conducted on a statistical basis.

Summary of Major Findings

THIS SUMMARY represents the integration of major findings from all sections of the report, arranged in order of relative importance. Most reflect the accomplishment and problems of the program as a whole. However, Program 5 in Ontario is made up of a highly decentralized collection of centers which exhibit many different characteristics. As a result, the applicability of these findings to different centers is one of degree.

I. Program Achievements

Ontario's Program 5, within its original guidelines, has been highly successful by almost every measure available. From less than 500 in 1960, enrollments increased to over 23,000 in 1964. During this four-year period the program established 40 training centers in Ontario, special centers for testing and counselling, a nucleus of competent teaching and administrative personnel and a degree of community and employer goodwill. Services to improve the program's effectiveness (counselling and medical) have been added.

New programs to penetrate hard core unemployment, illiteracy and the language barrier for new immigrants now exist in some areas. Many problems remain, but there is every evidence that the program and its resources are sufficiently vital to adjust and cope with the future challenges of training the unemployed.

II. Program Purpose in a Changing Environment

Significant changes, both economic and social, have taken place since 1960. Unemployment has reached an all-time low. The high demand for labour, skilled and unskilled, is unprecedented. And yet the program for training unemployed persons continues its growth at an accelerated rate. Enrolling less than 1% of the unemployed in 1960, the program has grown (5% in 1961, 15% in 1962, 20% in 1963) to the point where enrollments represented in 1964 almost 28% of the unemployed.

Continued growth during times of high employment reveals some inflexibility within the program in its capability to adjust to meet the needs of social and economic change. Under such circumstances the usefulness of growth, as an objective, must be assessed.

III. Objectives, Policy and Evaluation

Program 5 lacks well defined objectives at all levels of its operation: federal, provincial and local. The lack of objectives complicates the development of effective policies and the use of meaningful performance measures, fostering haphazard growth. The role of Program 5 in future manpower development plans and the emerging programs of adult education, if any, has not been defined and continued procrastination could result in a training program for the unemployed which diverges widely from the nation's and the province's real needs.

IV. The Trainee Profile

Over 50% of the trainees in the six cities surveyed were under 25 years of age and 10% were over age 45. Approximately one-half of all trainees interviewed were single, 65% of the single trainees were living at home and almost 66% of those on course had no dependents. In some cities the program appears to be attracting a high percentage of women and the number of women in training has increased during the last three years.

Unemployed persons who avail themselves of this training are generally deficient in their formal levels of education; 66% do not possess sufficient education to enter most skill courses and many who do have been out of school for long periods of time and experience difficulty adjusting to the classroom atmosphere.

Over 70% of the trainees in all cities had been unemployed for less than 12 months during the two year period preceding training. Almost 40% were not available for employment for some time during the two year period. Half of this group was made up of trainees who were in school and a further one-third classified themselves as housewives. Approximately 20% of all trainees interviewed were not unemployed immediately prior to enrollment.

At present there is no clear-cut definition of what is meant by "unemployed" in respect to Program 5 or of who, by reason of being unemployed, is eligible for training. To be meaningful, these and the detailed statistics found in the report should be compared with a descriptive profile of the unemployed. But such a profile does not exist. Until it does, there is no way of determining if, in fact, Program 5 is training the right people.

V. Knowledge of Program

Major problems exist in the public's knowledge about Program 5. Little is done

to inform the unemployed, particularly those who are not registered with the N.E.S. Advertising appears only infrequently in most communities and in large part it is stereotyped and not sales oriented. The program, known by several names, relies heavily on free publicity which is usually obtained by the local coordinator. Almost no support publicity is provided by either the federal or provincial departments responsible and thus the image and the purpose are fragmented and often misunderstood.

Less than 15% of the employers who responded to the questionnaire knew about the program and they called it by four different names. Some saw it as a welfare program, others, an extension of unemployment insurance. But those who knew about it hired trainees and would hire more. Increased promotion could broaden the range of opportunity open to the trainees, thereby improving their chances of obtaining employment in their areas of training.

VI. Trainee Employment

Trainees do find employment; over 70% found employment within a month of graduation; 50% were employed on one job since graduation; and 25% have been continuously employed but have changed jobs once or more since training. Trainees who complete their training maintain a higher degree of steady employment than those who discontinue.

In four of the six cities less than one-half of the trainees reported that they received jobs in their area of training. However, many of these left the program after finishing basic upgrading or had discontinued during their skill course. Unfortunately, in view of rising employment levels, it is difficult to determine the extent to which the employment successes of Program 5 are specifically attributable to training.

Employer acceptance of trainees is high; 72% of the respondents who hired Program 5 trainees found them as good or better than personnel from other sources and 89% of those who had hired trainees said they would hire more.

VII. Employer Needs

The program lacks an effective means by which it can keep abreast of employer needs. Local advisory committees have not been effective, course offerings are sometimes limited by available facilities and teachers, and the N.E.S. has not provided a continuing flow of information on job openings or, more importantly, a projection of future job openings to guide in the establishment of new courses.

Many employers do not plan their manpower needs in a manner that would provide Program 5 with any useful guidelines for new course additions or development. This, in spite of the fact that almost 50% of those reporting had experienced labour shortages over the past two years and 54% reported present shortages. Almost 77% of these present shortages occur in classifications that could be trained under Program 5. It is conceivable, lacking knowledge of employer needs, that the program may find itself in the position of training people in obsolete or short term skills—training for unemployment.

Employer education requirements appear to be satisfied by the upgrading achievement for all skill courses except those offered clerical trainees. More than 70% of the respondents said they would prefer to hire clerical help with an educational attainment higher than grade 10 which is presently required for graduation under Program 5.

VIII. Testing and Counselling

While results of a study conducted at one center in Toronto did not provide conclusive evidence that testing and counselling improved the program's completion rate, the high rate of discontinuation during the first month on course, the existence of emotional and family problems, and an apparent need for reassurance and guidance, makes an increased emphasis on counselling imperative. Testing for entry levels, course choices and proper placement aids the coordinator in the administration of his total program.

Nowhere within Program 5 is the shortage of qualified people more apparent than in the area of testing and counselling. This is, and will continue to be, a major problem for many of the small centers within the program. The N.E.S. has not yet begun counselling and testing in connection with all its referral activities. However, when it does, if qualified people can be obtained, it may provide a partial answer.

IX. Program Completion Rates

Program completion rates, in the cities studied, varied between 40% and 60%. Completion rates, however, must be viewed in light of the fact that many of those who discontinue do so to accept employment. Variations in completion rates from center to center exist for many reasons. The use of junior certificates, the use of letters of standing, the treatment of failures, variations in course difficulty, and other mechanisms, make relative comparisons difficult.

In all cities surveyed there are indications to suggest that trainees in the under 20 age group contribute to the rate of discontinuation out of proportion to their representation in the total group. Over 50% of those who discontinue do so during the first month on course while 75% of the same group discontinue before they have reached the three month mark.

Because the standards for completion and the methods of calculating the completion rates vary from center to center, the available indices are quite meaningless. The use of completion rates as a measure of program effectiveness must be tempered by the inconsistencies which exist within the centers.

X. Student Problems

The 21 to 28 day waiting period before the trainee receives his first subsistence allowance cheque is inconsistent with any reasonable definition of an unemployed person's needs. The financial burden caused by inadequate allowances is particularly heavy for those with dependents and many are forced to leave the program.

Health and emotional problems are prevalent among trainees and most centers lack the facilities or access to the facilities necessary to cope with these problems.

XI. Federal Services

The role of the National Employment Service in Program 5 needs to be clarified. Over 62% of the employers who reported present labour shortages stated that they used the N.E.S. as a source for new personnel and yet few knew of Program 5. The N.E.S. is not committed or effectively involved in the placement of Program 5 trainees and many trainees are reluctant to use the N.E.S. services.

The role of the N.E.S. in trainee registration is defined under the Act. However local N.E.S. involvement varies among the centers and often reflects personal commitment rather than stated policy. The N.E.S. has not actively engaged itself in attracting the unregistered unemployed into the program nor has there been a consistent approach toward publicizing the program to the unemployed who are registered.

Often the N.E.S. finds itself in the undesirable position of filling competing courses without adequate guidelines for trainee allocation. Program 5 pressure to fill courses at certain times of the year creates problems for the N.E.S. In addition, the limited number of courses offered regularly

is often inadequate to attract many who need training.

The present involvement of the Unemployment Insurance Commission in the program complicates the administration of allowances and results in discrimination against those who are entitled to benefits. The existing procedure encourages the unemployed to exhaust their benefits before entering the course and leaves them without an income during the period following the course when they are seeking employment.

Finally, the federal Department of Labour has done little in the way of research, as stipulated under the Act, to assist in developing useful guidelines for the program. Considerable assistance is required in this area to determine if the program is training the right people, to aid in the integration of Program 5 into the developing manpower programs, and to promote the assimilation of training for the unemployed into the changing framework of adult education.

XII. Administration — Provincial

Program 5 enrollments in Ontario have grown from less than 500 in 1960 to over 23,000 in 1964. Much of this growth can be directly attributed to the decentralized program structure chosen by the Department of Education to utilize the existing vocational education system and to give full recognition to the needs of those communities operating centers. But with this decentralization have come many problems.

A number of cities in Ontario are without programs. The Technological and Trades Training Branch has little in the way of effective feedback from the existing centers and it lacks an adequate staff to maintain the contact required for a trenchant operation; it has few controls, except power of approval and this is often quite inefficient, and no measures of program performance.

Communication is problem oriented and only periodic conferences are used to keep the coordinators abreast of new developments. Little planning emanates from the Branch and since clearly stated objectives are non-existent the risk of haphazard trial and error development is quite real.

Finally, the Branch has some problems with other governmental agencies. The N.E.S. relationship needs clarification. The initial delineation of the separate and shared responsibilities of the Ontario Departments of Labour and Education in respect to the training and retraining of the unemployed was not made until March 25, 1965, and the implementation of Labour's responsibilities in terms of programs in the field was not underway generally until the year end. It is essential that there be adequate cognizance of individual trainee needs, a condition which will not prevail unless there are continuing and joint reviews of developing programs.

XIII. Administration — Local

At present, the operating arrangement with most school boards gives them a high degree of authority in the determination of program direction without any appreciable responsibility. Program 5 does not represent a large part of their system and in many centers it receives only minimal attention. Many boards are not in close contact with their program since they have shifted almost all of their responsibility for the operation on to the shoulders of the coordinator. The role of vocational advisory committees in the operation of Program 5 is similar to that of many boards. It is often one of detachment.

Mayors' committees play an important role in the organization of most new programs, but their involvement as continuing committees is limited to only a few centers. In the latter their role is one of bringing industry, labour and community representatives together to improve program acceptance.

In most centers the coordinator is in complete charge of the program. His job is complicated by many factors and he is often unqualified to perform the many varied tasks which make up the job. Problems stem from full-time or part-time involvement, working for two authorities (branch and board), working without adequate guidelines and measures of performance and working in partially or fully committed facilities.

The temporary nature of the program makes it difficult to acquire qualified teachers. Many of those who are hired view the program merely as a stepping stone into the secondary school system where teaching employment is more secure.

Facilities pose several serious problems. Programs which operate in a secondary school often experience problems with the staff of the school. Adult trainees are often forced to adhere to high school rules and, more important, the courses are restricted to those hours after the completion of regular classes, making it difficult for some who need training to attend.

Starting dates, particularly those for skill courses are infrequent. They lack flexibility and often are keyed to the school year which does not adequately meet the needs of many unemployed persons. The physical facilities dictate many of the courses which are offered and, in some cases, this prevents the offering of courses designed for the needs of the unemployed.

XIV. Recent Developments

This study, started in May, 1965, concerns itself with the development of Program 5 to November, 1965. Since that time some important developments have occurred which bear mentioning. For example a new "on-the-job" training program was instituted by the Ontario Department of Labour in November, 1965. To the end of March, 1966, this program has been responsible for the establishment of more than 100 on-the-job training projects in a variety of Ontario industries, involving in excess of 9,500 trainees.

RECOMMENDATIONS

PROGRAM 5 was conceived in 1960 primarily as a short-term educational undertaking, designed to train and retrain unemployed persons in a period of relatively high unemployment.

Integral part of total manpower policy

Six years later, as adult and continuing education approaches regular day schooling in importance, Program 5 should be viewed as an integral part of a national manpower development policy. It is the responsibility of all levels of government to establish such a policy and pursue it actively.

Adult education programs must be sufficiently flexible to meet the changing training needs of various kinds of adult workers including the unemployed, the underemployed, the potentially employable not now in the labour force, and those whose jobs are likely to disappear through technological or skill obsolescence.

Clearer delineation of responsibilities

While the responsibility for education rests at the local level, there is an obvious need for a clearer delineation of the responsibilities of all participating agencies and governments. At the present time training and retraining programs for unemployed persons are operated by both the Ontario Department of Education and the Ontario Department of Labour. The latter is responsible for those programs which are operated in conjunction with industry and are confined to the teaching of occupational skills on the job.

I. Role of Government in Education and Manpower Development

(a) Federal

Joint program evaluations vital

In addition to the continuance of its extensive financial commitment, federal authorities should set out much more specifically their responsibilities in the area of manpower development. This responsibility largely centers around labour force mobility, placement and advisory services in connection with federal-provincial education and training programs. No less important is the adoption of measures which will evaluate the performance of these responsibilities and assess the achievements of joint programs.

Analysis required of labour force structure

There is further a federal responsibility to determine both the need for training and the broad areas of training to be provided. This demands a continuous analysis of the occupational and educational structure of the labour force, including the unemployed, to determine who is in need of training and for what. It would appear logical for the proposed federal Department of Manpower, through the National Employment Service, to undertake such analysis. To date however, the National Employment Service has had neither the necessary authority nor personnel.

Expand involvement of employers, unions

Along with these activities the federal government should place greater emphasis on employer and trade union involvement in the policy making process of program evolution and development. With a proper feedback of information to the provincial and municipal educational authorities, more effective educational exposures can be ensured and Program 5 can play a much more useful role in a total manpower policy.

Preventive retraining emphasis desirable

Finally, the federal government should undertake long range planning for its vocational training programs. Too many problems have emerged in the past because of the lack of a viable conceptual framework within which such training can develop. Ideally, maturity for Program 5 will only be achieved when its major emphasis can be shifted from a regenerative task of training the unemployed to a preventive task of retraining workers before they become unemployed.

Longer term targets should be clarified

It is recommended that the federal authorities should establish a federal-provincial committee specifically charged with the development of long range plans for vocational training.

(b) Provincial

More active participation needed provincially

Provincial authorities should participate much more actively, both federally and locally, in formulating training objectives and ensuring their attainment by more effective operational control.

Uniform standards, curriculum, certification

While the present policy of decentralized responsibility through local boards of education has considerable merit, proper administration is dependent on improved reporting and communication. Diversity of standards, curriculum and certification is also currently hampering the effectiveness of Program 5.

Counselling facilities for smaller centers

Additional assistance and advice should be available to local coordinators on a continuing rather than a "problem oriented" basis. Trainees in smaller communities should be given more ready access to counselling and testing facilities. While this may involve consequential additions to travel budgets, the alternative is certainly not as costly as a student entering a wrong course or dropping out by reason of improper course selection.

Provincial-Municipal planning needed

In conjunction with the formation of a planning group at the federal level, the province should establish a similar continuing group to ensure that municipal and provincial needs are adequately considered in the development of long range plans at the federal level.

(c) Local

Relate training to individual adult needs

Training programs offered under the Technical and Trades Training Assistance Act should no longer be segregated but integrated into a complete adult educational program offering different kinds of training for varying individual needs.

Involve local N.E.S. in curriculum planning

Secondary school boards should recognize adult education, including Program 5, as a major part of their responsibilities rather than as an "extra". Too often Program 5 has been viewed by both board members and teachers as a welfare measure rather than as an essential part of the total educational facility. Boards of education, and particularly their vocational advisory committees, should view Program 5 as an integral part of adult education.

More full-time centers desirable

Where economically practicable, boards of education should consider the establishment of adult education centers with segregated facilities and staff trained in this field. Administrators of such centers, whose responsibilities would include Program 5, should be full-time persons with adequate prior training.

Local N.E.S. managers should be named to the permanent vocational advisory committees of local school boards to ensure an effective flow of regional and provincial labour market information in determining curricula.

II. Awareness of the Need for Manpower Training

Training programs inadequately publicized

Much needs to be done to make the general public more aware of the need for the benefit of skill development. At the same time, the availability of adult training facilities (including Program 5) should be publicized to a much greater extent, both to potential trainees and to employers.

Such measures can best be handled by the federal and provincial governments. Promotional measures directed at the general public should stress the need for training to broaden employment opportunities. Promotion directed at the business community should stress the role of commerce and industry in manpower development, and the assistance government is prepared to offer.

Local advertising and promotion can be used to make the public more aware of the training facilities available in specific communities but a much more concerted and imaginative effort is needed. The National Employment Service, for example, should fully expose the potential benefits of Program 5 in its program of "employer visits".

III. Testing and Counselling — Personnel and Facilities

Improved counselling services needed

The use of testing and personnel counselling in Program 5, and in the whole field of adult education, is at an early stage of development. There is an urgent need for improved vocational and social guidance, both prior to and during training. The task of testing and counselling should be shared between the N.E.S. and the adult education centers. The N.E.S. should develop personnel and techniques to cope with course selection and job placement, while the program counselling service should concern itself with vocational and social counselling.

The federal government should approach the costs of acquiring qualified personnel for the N.E.S. with the same magnanimity it presently accords similar expenditures made by provinces under the shared-cost training agreements. In view of the large and growing expenditures for vocational training it is essential to provide adequate funds for the N.E.S. to build a functional testing and counselling service.

Strategically sited testing centers

It is further recommended that program counselling centers be initially established in strategic locations throughout the province. In the longer term it is hoped that all large communities would possess counselling facilities, staffed to meet the needs of all facets of adult education.

The need for counselling during training cannot be over-emphasized. Unemployed persons, particularly the older ones, have a difficult time adjusting to the training situation, and are often handicapped by problems stemming from lack of confidence in their ability to complete courses. Health services both before and during training should also be expanded.

These counselling services, however, can only begin to be successful if they are handled by qualified personnel. Too often people are impressed with the variety of tests of aptitude and interests, without knowing the basis, limitations, and the need for careful interpretations of such.

IV. The Role of the National Employment Service

N.E.S. involvement in placement services

There exists a definite need for the National Employment Service to become much more involved in its role in Program 5, particularly in the area of trainee placement.

Improve N.E.S. liaison with coordinators

Increased involvement on the part of the N.E.S. can be achieved most usefully by constant contact with the training centers, checking student progress and anticipated graduation dates, as well as being available to students during their training to provide information on job opportunities. Such an involvement would, as a matter of firm federal-provincial policy, require close coordination and cooperation between the local N.E.S. offices and the Program 5 coordinators. While this will involve changed attitudes on the part of the staff of some training centers and of some N.E.S. offices, it is of the utmost importance if the program is to meet its objectives.

Induction program for "hard core" unemployed

The role of the National Employment Service in respect to induction into training, while primarily concerning itself with individual eligibility, should be expanded. Federal policy should require that local N.E.S. offices undertake a continuing review of the employment histories of persons with unsatisfactory job security records to determine if skill upgrading through Program 5 or any of its associated endeavors could make a useful contribution. Special attention should be paid to the "hard core" unemployed. N.E.S. should also provide full employment history information to Program 5 coordinators with every person referred for training.

Follow-up on graduates joint responsibility

Again, on completion of Program 5 courses, the Employment Service should give special attention to the placement of trainees and maintain a check in cooperation with the local coordinator, for a period of not less than two years to determine to what extent the training given has been productive and whether

additional assistance is required. This type of follow-up would, of course, be expedited, if within the N.E.S. the functions of the special services or designated officers and those of the placement officers could be more effectively integrated. Indeed there is much to be said for the same officers performing each service in respect to individual applicants for the N.E.S. services.

Finally, the N.E.S. must build its rapport with employers, labour and potential employees if it is to play an effective role in the growing problems of structural unemployment.

If the future role of Program 5 is to include preventive training for workers likely to become unemployed, the N.E.S. must be prepared to review, on a continuing basis, the work history, training and aptitudes of the labour force. Part of this service should include advising and counselling individuals whose skills are in danger of becoming obsolete. To be effective this task will require the full participation of labour and management.

V. Measures of Program Performance

Devising criteria for evaluating the performance of educational programs such as Program 5 should be given immediate and careful attention.

Enrollment growth not best criterion

Continued growth in terms of trainee enrollment as a criterion should be viewed with extreme caution. In periods of high employment, emphasis on growth may lead to training individuals who are neither unemployed nor potential entrants into the labour market.

Placement of graduates is a useful measure of program performance. However much more needs to be known about the nature of such placement. Does the trainee obtain employment in his area of training? Does he remain employed in his initial position? Are employers satisfied with the trainees? The answers to questions such as these involve follow-up of trainees on a continuing basis. Only by such assessment can problems be located. Responsibility for placement, as was indicated earlier, should lie with the federal government's National Employment Service.

Completion rate data can isolate problems

Completion rates are another useful measure of performance, but these too must be examined with caution. At present completion rates are discussed only in general terms and are calculated by varying means. Completion rates can and should be seen as a future means of isolating problems. If these rates in a particular community are considered low, then causes should be investigated. However, care must be taken to ensure that these rates are accurately determined and are consistent among municipalities.

VI. Needs of the Individual Trainee

Immediate steps should be taken to overcome certain existing problems and shortcomings which directly affect present and potential trainees.

(a) Financial

Measures proposed by the federal government with respect to increases in the existing living allowances are welcome. This is also true of the suggestion to "freeze" a trainee's unemployment insurance benefits while on training. Both of these changes are necessary.

Selective increases in living allowances

But it is suggested that, in implementing the proposed increases in trainee allowances (as well as any future increase), they be scheduled in accordance with numbers of dependents and costs of living in the communities concerned. Selective increases, therefore, may be more desirable than "across the board" increases. Introduction of the latter may intensify the problem of determining eligibility for training.

Reduce trainee waiting period

Unemployed persons, moreover, are usually not in the position to wait nearly a month before receiving their initial allowance cheque. The economic position of the majority of these people requires that the waiting period be cut to a minimum or, more desirable, be eliminated completely.

Remedial action not fast enough

The need for flexibility and quick action in making such changes in existing regulations, once problems are discovered, cannot be over-emphasized. A training program such as Program 5 must be sufficiently flexible to meet the changing needs of the labour market and the trainees. When problems are diagnosed, and action required, corrective measures should be speedily implemented.

(b) Available Courses

At present the majority of courses offered under Program 5 require the trainee to have the ability to undertake preliminary training to qualify for a skill course. The educational entry level for most such courses is grade 10.

More courses needed for less educated

A large portion of the unemployed, however, do not possess this level of education nor stand much chance of achieving it through preliminary upgrading. Training courses should, therefore, also be designed for persons with lower educational qualifications, providing "semi-skills" which would enable them to contribute more usefully to the needs of the labour force.

Employers, unions not helping enough

There is little evidence that either employers in industry and commerce or trade unions are giving adequate information and advice in either curriculum development or training methods. This situation warrants immediate attention and correction.

Trade unions, moreover, should review their current apprenticeship policies to ensure that a sound progression in training is not impeded by outdated concepts.

In many municipalities the range of courses currently offered should be reviewed, revised and more closely related to regional, provincial and national employment opportunities. Further research in curriculum development and training methods is required at both the provincial and local levels.

(c) Entry Into Training

Constant entry into courses

Entry into training which is restricted to certain time periods (once, twice or three times a year) fails to meet the needs of all potential trainees. In many cases it is difficult for a person to wait two months before commencing training. It is therefore, considered desirable to provide constant entry into the program in as many centers as possible.

This would require a type of holding program, similar to the one operated at the Adult Counselling Center in Toronto, which would permit trainees to enter immediately and begin upgrading. When a regular course begins, the trainee could then transfer from the holding program. It is recognized that this will not be possible in all municipalities. In such cases, it may prove desirable to have the potential trainee temporarily relocate to a community which operates a holding program, and remain there until a program is started locally.

Closer screening of trainee applicants

As lack of maturity and motivation among younger trainees appears in many programs to be disrupting the learning processes of older and more serious students, and as any increase in training allowances may attract more "drop outs" from normal school courses, further authority should be given both to the National Employment Service and to local coordinators to restrict access to Program 5 training. To do so through arbitrary age limitations may invoke unfair penalties. Certainly, however, there should be firmer determination of entry qualifications.

Meld on-the-job and classroom courses

It would appear wise, particularly in the light of the difficulties experienced by older trainees in adapting to classroom instruction, to introduce a further melding of Program 5 classroom courses with on-the-job training. A balance between academic instruction and occupational training offers many advantages to the trainee and also is more likely to lead directly to future employment within the study area.

CHAPTER I

Background of Program 5

I. The Need for Training the Unemployed

OVER THE YEARS Canada's changing economic pattern created many problems, problems which required active, viable and meaningful solutions. None has posed so many questions, and perhaps none has received more attention than the problem of unemployment. And yet more effort is required and more direction is needed if the problems of the unemployed are to be dealt with effectively.

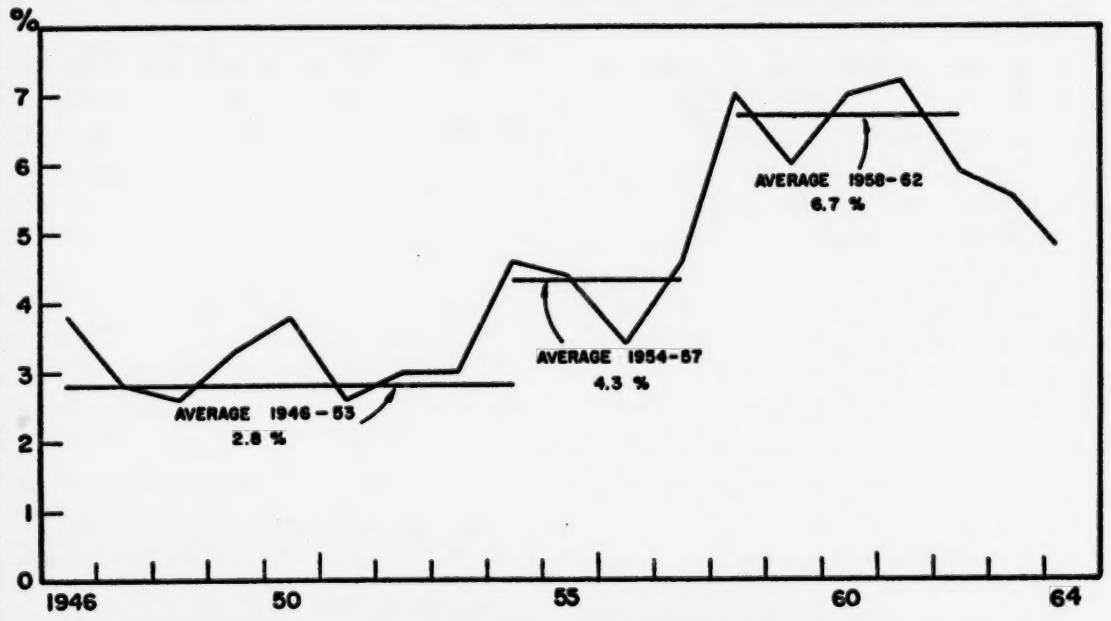
Paradoxically, high levels of business activity obscure problems of unemployment. They remain, somewhat diminished but real. Pockets of unemployment in today's thriving society are often hidden in the statistics of economic prosperity. The improved economic situation does little to alter the need of persons who continue to be unemployed. It removed much of the crisis attendant to the problem of training the unemployed in 1960, but the task remains.

The need for training unemployed persons suffers from generalization. Nearly always it is an individual need and it must be isolated, viewed and approached with the individual clearly in mind.

In the years immediately following the second world war, employment reached new peaks and, with the exception of 1949 and 1950, it was maintained at these high levels well into 1953. External demand forces and internal demand pressures coupled with monetary policies aimed at maintaining "easy money" pushed employment to new heights during the early post-war period.[1] But, by 1954 much of this pent up impetus had diminished and, following some slackening in the growth rate of the U.S. economy and the pressure of competition from European reconstruction, Canada's economy lost much of its momentum; unemployment began to increase. "The average rate of unemployment in Canada was 2.8% in 1946-53. It rose by more than 50% to an average of 4.3% in 1954-57, and then by more than 50% again to an average of 6.7% in 1958-62 (see Chart I-1)."[2] By 1961, 7.2% of the labour force was unemployed.

CHART I-1

UNEMPLOYMENT AS PERCENTAGE OF LABOUR FORCE



Note: Total unemployment rates for 1946 to 1952, inclusive, are estimates incorporating adjustments for Newfoundland and for timing of the Labour Force Survey which, before November, 1952, was conducted on a quarterly rather than a monthly basis. 1964 is estimated on the basis of the first nine months, seasonally adjusted.

Source: Based on data from Dominion Bureau of Statistics.

Against this background Program 5 (Training for the Unemployed) came into existence under the Technical and Vocational Training Assistance Act.[3]

It is convenient and useful when considering the need for training the unemployed to look briefly at the components of post-war unemployment in Canada.[4] Post war unemployment can be divided into two components: demand-deficient unemployment, which arises as a result of the gap between the over-all demand for labour and the total labour supply; and non-demand-deficient unemployment which stems from a mismatching of demand and supply. Such differentiation is significant when considering unemployment needs which can be filled effectively through the introduction of training programs such as Program 5. The former, demand-deficient unemployment, does not lend itself to solution through training. It simply reflects a deficiency in aggregate spending relative to the potential output within the economy. Non-demand-deficient unemployment consists of three categories:[5]

1. *Frictional Unemployment* — short duration unemployment arising from the movement into the labour force of new entrants or re-entrants and from the movement of workers from one job to another.
2. *Structural Unemployment*—long duratation unemployment arising from structural changes in the character of the demand for labour which requires

---

[1] See Economic Council of Canada, *First Annual Review; Economic Goals for Canada to 1970* (Ottawa; Queens Printer, 1964), p.10. The expantionary policies referred to in the *Review* were, in fact, a combination of government operating surpluses (except 1953) and a Bank of Canada policy directed at achieving high levels of employment. c.f. (Economic Council of Canada *Review* p. 18-20) also, "In retrospect, it is apparent that the failure to contain price and cost increases more effectively in the early post-war period laid the basis for a subsequent accentuation of economic problems in Canada during the 1950's". Unemployment was one of the problems accentuated.

[2] Op. Cit., p. 9.

[3] Originated in 1942 under the title, Schedule M, the program for Training the Unemployed was renamed Program 5, with the advent of the Technical and Vocational Training Assistance Act, December 20, 1960. (Not all provinces participated in Schedule M. Ontario signed the agreement but did not implement it until 1959.)

[4] For a detailed discussion on the components of post-war unemployment in Canada see Denton, Frank T. and Ostry, Sylvia, Staff Study No. 3. *An Analysis of Post War Unemployment*, Economic Council of Canada, Queens Printer, (Ottawa) 1965.

[5] Op. Cit., p.2.

transformation of labour supply, a time consuming process.

3. *Seasonal Unemployment* — arising from the variation in climate and other seasonal factors which affect production, consumer buying habits, and labour force entries and exits.

"Non-demand-deficient unemployment is more intractable requiring selective, market-oriented manpower policies which are designed to shift resources among alternative uses and bear fruit more gradually."[6] Of the non-demand-deficient unemployment types listed by Denton and Ostry, only structural unemployment lends itself readily to the training alternative.

Unemployment figures began to drop in 1961. In 1965 the unemployment rate for Canada declined to 3.9% of the labour force. It is against this more recent background that Program 5 grew, slowly in 1961 and rapidly since.

II. The Technical and Vocational Training Assistance Act

The federal Technical and Vocational Training Assistance Act, which became effective December 20, 1960, provided for the continuation of agreements for training projects made under the Youth Training Act, 1939, and the Vocational Training Co-ordination Act of 1942. In addition, it provided further assistance for the development and the operation of new technical and vocational facilities throughout Canada.[7]

The new act provided as well for federal assistance to the training costs of three groups not specifically covered by the former Act. These groups include:[8]

1. persons who require training in science and technology such as is given in technical schools at the post secondary level in order to qualify as technicians; and
2. persons over the regular school-leaving age who have left school and who require training to improve their occupational skills and employment opportunities; and
3. teachers and supervisors or administrators who are to carry out the technical and vocational training programs.

It was enacted, in the words of the minister, "to stimulate technical and vocational training and broaden its scope throughout Canada. It is designed to undergird the Government's program to increase employment and foster national development."[9]

The declared purpose of a six year agreement, expiring March 31, 1967, entered into with each of the provinces pursuant to provisions of this act" . . . is to make available to every Canadian the opportunity for training that will be suitable in his case in order to bring about the total development of a competent Canadian labour force."[10] The nine programs included under the agreement are:

1. Program 1, Vocational High School Training Program
2. Program 2, Technical Training Program
3. Program 3, Trade and Other Occupational Training Program
4. Program 4, Training Program in Cooperation with Industry
5. Program 5, Program for Training the Unemployed
6. Program 6, Program for the Training of the Disabled
7. Program 7, Program for the Training of Technical and Vocational Teachers
8. Program 8, Training Program for Federal Departments and Agencies
9. Program 9, Student Aid

Under Program 5, Training of the Unemployed, the federal contribution amounts to 90% of approved provincial training allowances paid to the unemployed while in training.[11]

"Education, insofar as governments are concerned, is a provincial responsibility and, since vocational training is generally regarded as an integral part of the established educational system in each province, the federal Department of Labour has refrained from operating its own training programs and has relied on the provinces to provide suitable training for all purposes as set forth in the Act."[12]

However, the process of education, under the Technical and Vocational Training Assistance Act, is inextricably enmeshed in the operating mechanics of the program and clearly, its operation, authority and responsibility are shared by both the federal and provincial levels of government.

At the federal government level two departments are involved in Program 5, the Department of Labour and the Unemployment Insurance Commission.[13] The Department of Labour through its Vocational Training Branch has the responsibility for administering the program, while the National Employment Service acts as a referral agency to all centers of the program and as a potential placement agency for graduates.[14] The Unemployment Insurance Commission is also involved in the program administration. Many trainees who enter the program before their unemployment insurance benefits are expended, continue to receive payment from the Commission in place of the Program 5 living allowances until such benefits are depleted.[15]

Provincially, the responsibility for Program 5 is also split. The Department of Education, by virtue of the way in which the program has developed, assumes a major responsibility. However, the training of unemployed workers in industry is handled, at least in part, by the Ontario Department of Labour.

At the discretion of the provincial government, the local government, more specifically the local school boards, assume a major role. In fact, in those situations where the provincial Departments of Education, such as in Ontario, choose to operate on a decentralized basis much of the responsibility and the authority for the operation of Program 5 rests squarely in the lap of the local school board. Both the provincial and federal departments exercise only limited power of approval.

---

[6] Op. Cit., p. 18.

[7] See C. R. Ford, Technical and Vocational Training (1964). Unpublished. This is a "report on the activities of the Technical and Vocational Training Branch for the fiscal year ended March 31, 1964."

[8] "Legislation Dealing With Training and Education Enacted in 1961", The Labour Gazette, LXI, 11 (November, 1961), 1096.

[9] Op. Cit., p. 1096.

[10] Op. Cit., p. 5.

[11] The federal-provincial cost sharing arrangement was amended December 31, 1963, effective February 1, 1964. For a full discussion of federal cost sharing arrangements see Office Consolidation, Technical and Vocational Training Agreement (1964). Unpublished. A tenth program designed to assist in the cost sharing of research has been recently instituted.

[12] Department of Labour, Annual Report (Ottawa: Queens Printer 1962), p. 75.

[13] As a result of the Gill Commission recommendations the National Employment Service has been transferred to the Department of Labour.

[14] Technical and Vocational Training Agreement, Office Consolidation (1964) Unpublished, p. 20. It states herein: "Applicants must be registered for employment with the National Employment Service and recommended by the National Employment Service to the province for training."

[15] Proposed changes, expected July 1, 1966, may eliminate the role of the Unemployment Insurance Commission while the trainee is on course. The trainee's benefits will be frozen and maintained for him until he has completed his training.

III. The Growth of Program 5

Emerging in 1960 from Schedule M under the Vocational Co-ordination Act, Program 5 has grown rapidly over the first four years of the six year agreement. From a total enrollment of 8,804 in 1960 (Table I-1) the program reached an enrollment of 36,125 during 1963. In this same period the program moved from 530,775 training days to 2,438,905 training days while the total federal contribution under the agreement increased from $995,924 to $8,811,313. Further growth was achieved in 1964.

In 1960-61 all provinces except Ontario provided sufficient training days to qualify for reimbursement by the federal government of 75% of their training costs. Ontario's participation in Program 5 increased from 12,191 training days in 1960 to 1,440,000 training days in 1964. (From less than 6% of the Canadian program in 1960 Ontario's enrollment rose to 34% in 1961 and 55% in 1962.) The federal contribution to Ontario's program in this same period rose from $17,499 to $6,133,526. By 1964 Ontario accounted for 58% of the total payments, 52% of the training days and 52% of the enrollments recorded by the program.

The methods of operating Program 5 vary from province to province. In some provinces the system is highly centralized while in others, notably Ontario, an effective system of decentralization was selected as a basis for the training program. Using the vocational arm of the secondary schools, the program has relied heavily on the local Boards of Education for both support and direction. Much of its growth has been attributed to this community orientation. However, while the short term objective of Program 5, rapid growth to meet the crisis need for training unemployed persons, was well served, some disadvantages have accompanied the choice of a decentralized system.

Access to facilities, teachers, teaching materials, and administrative personnel made possible the rapid implementation of the decision to train the unemployed. This ready made system was not designed to meet the needs of adult education. In fact, many of those now unemployed and requiring training had once rejected their secondary education. Courses were transposed in form from those offered to secondary students and often dictated by facility existence rather than student need. And perhaps the most onerous aspect of all was the transposition of secondary school rules, many of which were inappropriate for adult education. At the outset, however, the Program 5 objective of growth was best served by the use of the existing vocational system. The defined need for the program virtually eliminated all other potential operating alternatives.

For many years in Ontario the Secondary School Branch of the Department of Education administered all facets of education between the primary schools and the universities. The major need following World War II was for the expansion of secondary school facilities and initially relatively little emphasis was placed on post secondary vocational training as it is now known.

The advent of the Technical and Vocational Training Agreement, signed by Ontario in June, 1961, stimulated the activities of the Department of Education in the field of post secondary vocational education. Until a separate Branch was formed, the administration of this agreement was handled by the Superintendent of Secondary Schools. On April 1, 1963, the Technological and Trades Training Branch assumed responsibility for providing vocational education to persons in Ontario who had graduated from, or left the regular school system. Built around a base of Provincial Institutes of Trade and Technology, its early efforts concentrated on the development of the new vocational centers and other programs inherited from the Secondary School Branch.

New impetus for the Branch's growth came with the decision to develop and expand Program 5. Personnel was assigned to sell the concept of training for unemployed persons to the local school boards. The Branch assisted the local boards in preparing proposals for new Program 5 centers. A conscious policy of decentralization allowed much of the development work to be performed at the local level. Curriculum, courses, standards and facilities exhibit this community orientation.

From the outset, both under the Superintendent of Secondary Schools and the newly formed Technological and Trades Training Branch, the Program 5 emphasis was on growth. The federal government in establishing the Act inserted provisions of payment that required a minimum number of training days for each province. The former provincial program director stated late in 1963 that:

"The Technical and Vocational Training Agreement has provided the broad

TABLE I-1
TRAINING OF THE UNEMPLOYED
FEDERAL PAYMENTS, ENROLLMENT AND TRAINING DAYS

	1960	1961	1962	1963	1964
Ontario					
Payments	$ 17,499	$ 923,468	$ 3,646,875	$ 5,116,197	$ 6,133,526
Enrollments	494	7,007	15,273	18,771	23,691
Training Days	12,191	310,294	883,870	1,255,430	1,440,000*
Canada					
Payments	$ 995,924	$ 3,451,554	$ 6,760,902	$ 8,811,313	$11,017,670
Enrollments	8,804	20,706	27,767	36,125	44,809
Training Days	530,775	1,221,561	1,838,339	2,438,905	N.A.

* Estimated.

Sources: Annual Reports, federal Department of Labour, for fiscal years, 1960, 1961, 1962, 1963 and 1964 (Unpublished); Technological and Trades Training Branch, Ontario Department of Education, for Ontario Training Days, 1964.

administrative machinery to assist with the development of manpower to fit the needs of the economy and it is the responsibility of the educational authorities to exploit the potential of this agreement to the fullest."[16]

Recently, a number of organizational changes with the Technological and Trades Training Branch have been completed to cope with the program's continued growth. And finally, under special arrangements between the federal and Ontario Departments of Labour, the "on-the-job training" aspects of Program 5 are being promoted with employers.

Training for the unemployed under Program 5 began and in the first two years 27 centers in Ontario were established. By June of 1963 six new centers were added for a total of 33. However by December of the same year, the total was reduced to 31 with the loss of four centers and the addition of two. By December of 1964 the total number of centers had risen to 37 and by June of 1965 this had increased to 39.[17] This rapid growth has not been achieved without some casualties. Several centers have discontinued training operations at one time or another, although a few of these have since re-opened their programs.

At the outset, operating on a "crash" basis, the program featured many short courses. For the most part these courses have evolved into classes of longer duration, ranging between three and ten months. It was early recognized that many of those who desired skill training for employment did not possess the basic education necessary to acquire successfully the skill courses they had chosen. As a result, basic training for skill development was offered in 1961.[18] While the composition of this course varies from center to center, it is usually made up of mathematics, English and science. In most centers certificates of equivalence are given by the Department of Education to those who successfully complete these courses. Initially basic training consisted of grades 8, 9 and 10. Recently, however, grades 11 and 12 have been added to meet apparent employment requirements.[19] In a few centers, where there is evidence of need, courses of the grades one to seven levels are also offered. The skill courses include approximately 75 titles although only about 35 to 40 are in sufficient demand to warrant continuous offerings.[20]

There is very little published information available on the characteristics of Program 5 trainees. However, from what is available, there appears to be a significant shift within the program from the predominantly male enrollment of 1961. Female registrants increased sharply in 1962 and continue to outpace male enrollment, raising several important questions about present enrollment policies and procedures (Table I-2).

During the period 1960–1964, the ratio of male to female trainees in the program has shifted. Representing less than 13% of Ontario enrollments in 1960, female trainees, as a percent of the total, grew to over 47% in 1964 (Table I-3). The increase in female trainee enrollment represented over 73% of the 1964 enrollment growth. Similar increases in the ratio of female to male unemployed registrants are not apparent from the D.B.S. labour force statistics. In 1964 these statistics showed male unemployed in Ontario at 75% of the province's total unemployed. In Canada, for 1964, the male unemployed group represented 82% of the total.

The growth of Program 5 since 1961 has been matched by a substantial reduction in the number of unemployed persons in Canada and Ontario during the same period. In Canada, in 1960, those enrolled in training programs for unemployed persons represented less than two percent of the total unemployed. By 1964 the enroll-

[16] Taken from a speech by Mr. L. Johnston, "Technical and Vocational Manpower Development in Ontario," 1963.

[17] Although there are 39 educational centers in the Ontario program, there are only 35 coordinators since five of the centers operating in Toronto do so under the direction of one coordinator.

[18] Although each course has a formal name the course terminology used within Ontario's Program 5 is not consistent. For example, basic training for skill development is also known as basic upgrading, upgrading for skill training and upgrading for essential training, etc.

[19] Basic Training for Skill Development typically includes only mathematics, English and science although some centers offer a broader range of subject choices.

[20] Courses of study under Program 5 do not overlap with those offered under the Apprenticeship Act (Department of Labour, Ontario).

TABLE I-2
ENROLLMENT PROGRAM 5
ANALYSIS BY SEX FOR CANADA AND ONTARIO

Year Fiscal	Sex	Enrollment P5, Ont.	Enrollment P5, Canada	Unemployment Ontario	Unemployment Canada
1960	Male	432	6,872		
	Female	62	1,932		
	Total	494	8,804	128,000	446,000
1961	Male	5,258	15,605		
	Female	1,749	5,101		
	Total	7,007	20,706	132,000	466,000
1962	Male	10,071	18,661		
	Female	5,202	9,106		
	Total	15,273	27,767	105,000	390,000
1963	Male	11,202	22,991		
	Female	7,569	13,134		
	Total	18,771	36,125	94,000	374,000
1964	Male	12,546	26,878	62,000	264,000
	Female	11,145	17,931	21,000	61,000
	Total	23,691	44,809	83,000	324,000

Sources: Annual Reports, federal Department of Labour.
D.B.S., Labour Force Statistics.
Technological and Trades Training Branch, Ontario Department of Education.

TABLE I-3
RATIO OF MALE TO FEMALE TRAINEES
PROGRAM 5, CANADA AND ONTARIO

Year	Program 5 Ontario		Program 5 Canada	
	% Male	% Female	% Male	% Female
1960.....	83	17	78	22
1961.....	75	25	75	25
1962.....	66	34	67	33
1963.....	59	41	64	36
1964.....	53	47	60	40

ments had risen to 14% of the total unemployed. In Ontario, in 1960 the number of unemployed in training amounted to less than one half of one percent; by 1961 the number of unemployed in training had risen to 5.3%. In 1962 it rose to 14.6% and by 1964 it reached almost 29%.[21]

[21] The use of the word unemployed in this section refers to those shown as unemployed in the D.B.S. labour force statistics (i.e. average unemployed, seasonally adjusted). This figure, while it exceeds the number of unemployed registered at the National Employment Service, may not represent all who qualify for training under Program 5 at any given time.

In conjunction with the increasing number of centers and enrollments several supporting services have emerged to improve the efforts of the program to meet the needs of the unemployed. Elliot Lake, Quetico and Petrolia offer live-in facilities and special programs. In Toronto, the Adult Training and Counselling Center has a full range of testing and counselling services available for the program, and in a number of centers Program 5 operations have moved from part time use of secondary school facilities to full time occupancy of special schools. New courses have been added. In some centers on-the-job training is included in the curriculum. New emphasis is being placed on motivation and job finding techniques with a view to making the Program 5 trainee more employable.

Thus the program has experienced dramatic growth. Although established on a temporary basis, renegotiable in 1967, many aspects bear the marks of permanency. To acquire qualified teachers its temporary nature has been played down. New facilities are planned. Older facilities have been renovated and still other facilities have been leased to meet the apparent needs. Many new plans are presently under study to improve the effectiveness of Program 5 in anticipation of its continued expansion.

The environment which prompted the acceleration of training for unemployed persons in 1961 has undergone significant changes. Technological evolution has altered the needs of the employer and rising employment has created new opportunities for the skilled worker. But, for a large number of unemployed persons, these changes have done little more than widen the gap between the economy's needs and their present skills. New inducements, new methods and new concepts of training are required to tap their potential. Recognition of these changed needs is critical to the continuing development of Program 5.

CHAPTER II

Objectives and Responsibilities

MUCH HAS TRANSPIRED since the inception of Program 5 and even greater changes loom in the future. The emergence of new needs prompts many questions about the program, questions which must be answered if it is to continue filling a useful social and economic role.

Have needs changed? Are new objectives required? Can the existing program structure fulfill these needs? If not, what changes should be made? When? How?

Basically it is an administrative task to gather information, analyze it and evaluate it to provide guidance. Is the existing administrative arrangement achieving the objective introspection so necessary to a viable program? Can it?

These and many other questions prompted a study of the program's four-level administrative structure.

Achieving an insight into the administrative aspects of Program 5 was a difficult job and could only be done through many personal interviews with its officials at all levels.

At the federal Department of Labour there were meetings with those responsible for the Technical and Vocational Training Assistance Act and its Agreements.

Interviews were conducted with members of the National Employment Service (N.E.S.) at regional and local levels in Ontario.

Provincially, contact was made with those responsible for the program in the Department of Education and the Department of Labour.

At the local level, coordinators, vocational committee members, members of school boards, civic officials and some union representatives were contacted.

The interviews consisted largely of open-end questions which sought to obtain several types of information. Sought were answers to local and regional problems, functional objectives, methods of operation, general problems and possible recommendations for program improvement. At the provincial level, interviews concerned overall objectives for the program, administrative mechanisms for achieving objectives and the control functions used for allocating responsibility and authority in a highly decentralized system.

I. Responsibility and Authority Under the Agreement

Education under the constitution is a provincial responsibility and that offered by Program 5 is no exception.

The federal government, as outlined in the Technical and Vocational Training Act, provides monies for provincially approved training activities. Further, the Act specifies that the Department of Labour "(The Minister) will undertake and direct research in respect of technical and vocational training"[1] to provide the program with operating guide-lines. Also, the Agreement with specific reference to Program 5, cites that all persons enrolling must be unemployed and registered at the N.E.S. thereby giving this agency a direct responsibility in the induction process. Beyond these involvements, the responsibility is provincial.

This program, and others under the Act, have emerged as part of a growing emphasis on manpower development, resulting in policies that clearly cross over traditional lines of responsibility. Education is only one of the many dimensions involved. Continuing, effective implementation of manpower policies is quite possible within the existing system but such implementation requires guidelines in the form of clearly stated objectives for each level of program operations—federal, provincial and local.

II. Overall Administrative Aspects

From the program's outset in 1960 the federal Department of Labour has imposed only minimal controls on its operation. Most aspects are handled by the provincial departments of education.[2] The federal role is limited to providing funds and general guidelines for operation, accumulating some operating statistics and, when requested, acting in an advisory capacity to the provincial directors.

Decentralization of responsibility and authority to the local government levels accelerated the program's growth in Ontario.

But, with decentralization have come many major problems. Individual programs, lacking uniformity in standards and curriculum, have limited mobility. Co-ordination is difficult. Some employer needs go unfulfilled and the program does not get effective promotion. Performance criteria are largely meaningless because standards differ; certification is difficult to achieve because certification and terminology are inconsistent. These and other serious problems must be solved if the program is to grow in its effectiveness.

The administrative job within the program exists to facilitate three basic activities. These activities, necessary to achieve the simply stated objective of developing potential marketable skills of the unemployed are:

1. Retrieving qualified persons from the pool of unemployed.
2. Providing training (and financial support while on training) to improve the trainees prospects of employment.
3. Assisting unemployed persons to obtain employment.

Many administrative tasks, performed at all three government levels are required to carry out these activities effectively. These are described in the paragraphs which follow.

(a) Federal Responsibilities in Program 5 Administration

The federal government participates in the administration of Program 5 in three ways. It provides:

a. the major portion of the program's finances
b. advisory services
c. services of induction and placement.

(1) Financing Program 5

The federal Department of Labour, as the Act stipulates, provides the major share of the funds (both for capital expenditures and operating expenses) necessary to operate the program.[3] These funds are

---

[1] Office Consolidation of the Technical and Vocational Training Assistance Act, amended 1963, Queens Printer, Ottawa, 1964, p. 6.

[2] Recently the Ontario Department of Labour has become involved in administering the on-the-job aspects of Program 5.

[3] For a detailed discussion on the cost sharing arrangement under the Agreement, see Office Consolidation, Technical and Vocational Agreement, incorporating amendments up to June 30, 1964, p. 5.

provided to the province for approved capital projects and authorized expenses. Under the Agreement the federal government contributes 75% of approved provincial costs, except training allowances which are paid for at the rate of 90% of approved expenditures. The provincial government pays the balance.

(2) Advisory Services

In an advisory capacity the federal Department of Labour is authorized to conduct research into subject areas which concern the program. It collects and publishes statistics of growth and will provide, upon provincial request, statistics of performance. In addition, the department operates a continuing Vocational Advisory Committee, made up of members from business, government, labour and other interested groups. This group studies and, at times, makes recommendations with respect to Program 5. Meetings to review and revise program operations are held between federal and provincial representatives and members of the department are in consultation with the various provincial departments of education as required.

(3) Other Services

Finally, the federal Department of Labour, the National Employment Service, (N.E.S.) and the Unemployment Insurance Commission play active roles in the program.

Under the Act, the role of the N.E.S. in induction is quite explicit. All persons who desire to enter Program 5 must be registered at the N.E.S. and they must make application for entry through an N.E.S. office. Trainees who wish to use N.E.S. placement services can do so. In some cities the N.E.S. pursues an active placement role with the program coordinator, assisting in "career nights" and facilitating placement by bringing the Service to the center.

The Unemployment Insurance Commission (U.I.C.) participates when persons eligible for U.I.C. benefits enter the program. The trainee continues to collect his U.I.C. payments until these are exhausted. He is then placed on the regular training allowance for the remainder of the course. Proposals for change are, however, under study.

(4) Some Problems in the Federal Role

There are several problems in the role the federal Department of Labour presently plays in Program 5. These appear to stem primarily from the overlap between the responsibilities assumed at the federal level for manpower planning and those assumed by the provinces in education and manpower development. Clear cut objectives and concommitant policies have never been formulated. The establishment of objectives has been left to those responsible for education. With the federal role largely confined to supplying the funds, federal administrators are hesitant to define objectives and reluctant to measure a province's program performance against stated objectives.

Thus far little has been done by the federal Department of Labour to make available federal research on the program. Analysis of economic factors, labour and employer needs, and other statistics that might be useful to the provinces is not undertaken on a regular basis. Completion rates, program performance measures, operating costs and other data which could effect improvements within the program are not readily available. Assessment of standards, course content and trainee needs have not been made. In fact, few useful guidelines for measuring program effectiveness are readily available to the provinces.

Insisting on value for money spent is not necessarily the same as interfering with the educational process. One can be done without the other. Such measurement and feedback of information could be most helpful to the provinces. It would aid in establishing priorities for improvement, assist in defining needs which the program could serve and help direct the development of new courses which would be best suited to the needs of both trainee and the economy.

(b) Provincial Responsibilities in Program 5 Administration

In Ontario responsibility for the program was assigned to the Department of Education. For some time it was handled by the Superintendent of Secondary Schools. Later it became one of a number of vocational programs administered by the Technological and Trades Training Branch.

Within the Technological and Trades Training Branch the administrative responsibility for Program 5 is assigned to the Administrator, Training of Unemployed, who is responsible to the Director of the Branch. Reporting to the Administrator are three Training Specialists who have area responsibilities for serving specified training centers. While these Training Specialists have other assignments, they work primarily on Program 5, serving existing centers and aiding in the development of new centers. After a center is established virtually all contact between the Branch and the center is carried on between the Training Specialist and the local co-ordinator.[4] However during the initial stages of development it is necessary for the Training Specialist to work closely with the local school boards, advisory committees and civic officials.

The choice, by the Department of Education, to use a decentralized form of operation, has meant that much of the Branch's policy making role has been implicitly absorbed by the existing system and its school boards. Broadly, the Branch's administrative job may be categorized as follows:

(a) establishing new training centers
(b) servicing existing centers
(c) operations planning.

(1) Establishing New Training Centers

The Technological and Trades Training Branch attempts, through personal contact, to establish Program 5 training in any community which serves in excess of 10,000 persons. In such communities the Training Specialist contacts the mayor or other municipal authority and advises them of the program's availability. Explanation of procedure, and liaison with committees established to investigate the need for training, are carried on by the Training Specialist. However, the work of the Training Specialist is advisory and the determination of need is the responsibility of the local officials. More extensive details on the establishment of a center at the local level are included in the section, Local Responsibilities in Program 5 Administration.

(2) Servicing Existing Training Centers

By far the most important job of the Technological and Trades Training Branch is one of providing the services necessary to keep the program operating effectively. These take many forms. The Training Specialist makes periodic visits to each of his assigned centers to assist the coordinator with the center's development. He serves as a useful link in the communications between the Branch and the different centers in his region.

In addition the Branch provides the payroll and administrative services necessary to process training allowances, expense requisitions and approved capital costs. It

[4] Each center has a coordinator, appointed by the local Board of Education, with Department of Education approval. The coordinator is responsible for the center's operation and reports to the Board or its Vocational Advisory Committee.

also provides the necessary approvals for new courses, advertising expenditures and the addition of new services for existing centers. Coordinator meetings, program promotion, liaison between the N.E.S., the federal Department of Labour and other groups also occupies a part of the administrative resources available at the Branch.

(3) Operations Planning

The rapid growth of Program 5 has severely curtailed the time available to the Branch for long range planning. In fact much of the impetus within the Branch for planning stems from the problems of local coordinators and problem solutions in one center provide many guidelines for the solution of similar problems elsewhere. Recently the Branch has established a few coordinator committees to assist in dealing with some of the more pressing problems but, as yet, this activity is limited.

Again, as in the case of the federal government, the extent to which effective planning can be carried out is limited by the system within which Program 5 operates. Decentralization places local and regional problems in the forefront and the central planning function which might be carried on by the Branch is fragmented to deal with local situations. And, while this may be quite desirable, it does make the efforts to guide and coordinate from a central point extremely difficult.

Much liaison is carried on between the federal and provincial groups responsible for the program, but this appears to be primarily on a "conference" rather than a continuing basis. And, as pointed out earlier, the federal Department of Labour has thus far been reluctant to stress the need for criteria to measure program effectiveness.

(4) Some Problems in the Provincial Role

Program 5 is a unique educational system in that it provides a wide range of services to a relatively small group of persons. The effective provision of these services demands a relatively larger administrative service. And, although decentralization has placed much of the onus on the coordinator, this need is abundantly clear.

Inadequate staff prevents the Branch from fully servicing the centers; periodic visits are inadequate and problem oriented, placing the Branch in the position of following rather than leading many of the centers. This lack impairs the communications within the system and often delays program development. Approvals for new services are not communicated throughout the program and many centers are unaware of new developments.

The relationship of Program 5 to Program 4, as offered in the province, needs further clarification. The apparent need to draw broad, well delineated lines between existing programs penalizes the trainee who might best benefit from some combination of on-the-job and classroom training. There is no apparent conflict between the programs involved. The line has been drawn to the satisfaction of both. But it is a line which prevents normal interaction between two programs which could be complementary.

Finally, the Branch provides little in the way of constructive feedback to the centers. Performance measures are inadequate and unused. Comparative operating costs are unpublished and budgets largely nonexistent, allowing many ineffective practices at the local levels to go unchecked.

(c) Local Responsibilities in Program 5 Administration

In Ontario the choice to decentralize has meant that almost the entire burden of responsibility for operating the training program has fallen on the local boards of education. In turn, the boards, often through their vocational advisory committees, have delegated much of their authority and responsibility for the program to the coordinator.

(1) Mayor's Committee

In most centers the mayor's committee is active only during the initial period of program establishment. Typically it consists of representatives of local industry and labour unions, the secondary school board, and the National Employment Service. Each committee, or its nominee, surveys the community to determine the need for training and, where such a need exists, requests permission from the Department of Education to establish a program. Upon approval, the committee requests the local Board of Education to administer the training program. Acceptance of the responsibility by the Board usually results in surveys of trainee need, employer need and available facilities in an effort to provide curriculum which will meet local requirements.

Continuance of these advisory committees is recommended by the Department of Education on the grounds that they provide a communications link with local industry and labour which could give effective advice on the content and length of courses and the degree of emphasis to be placed on various parts of the course. In addition, such a committee could effect community acceptance and, more important, support for the program, aiding enrollment and placement. The committees could also assist in finding and providing facilities for on-the-job training to bring the trainee's minimal skill up to the level required by local employers for job entry. Unfortunately, after the program is underway in most centers the mayor's committee is disbanded and much of the advantage of continuing advice and communication is lost.

(2) Boards of Education

Program 5, in the main, is handled by boards of education[5] in much the same way that they handle other vocational programs. In many centers the vocational advisory committee of the board is responsible for the operation of the program and the coordinator reports to this group. Typically the board, or its committee, recommends the appointment of a coordinator to the Department of Education, and upon approval by the Branch, the board assigns most of its authority and responsibility to the man selected.

The boards usually obtain periodic reports on the operations of the local program. These reports cover enrollments, training days, and financial operating summaries, along with the coordinator's budget, program assessment and recommendations. The coordinator is expected to attend board or committee meetings and be prepared to appraise the Program 5 operation.

There is, however, indication, in many centers, that the boards show only minimal concern for the effectiveness of the program. In fact as long as the program pays for itself, as it must under the Agreement,[6] it is left largely in the hands of the coordinator. Many of the most pressing problems, which could be effectively handled at the community level, go without board or committe attention.

The programs under the Technical and Vocational Training Assistance Act, and Program 5 in particular, present a unique educational situation in Ontario. The process of decentralization has placed almost

---

[5] The boards of education referred to throughout the report are those responsible for secondary school education.

[6] Under the Agreement, the federal government pays 75% of all costs except training allowances and 90% of these—the balance is paid by the provincial government.

all of the authority for the program's operation on the shoulders of local boards. Yet they bear no direct financial responsibility for the program. For the most part the lack of effective program performance measures, operating budgets and program controls has made the coordinator's job more difficu't. While operating through the school system has had many advantages, among its major disadvantages must be the inability of many boards to recognize and accept Program 5 as integral part of adult education in a community.

(3) Coordinators

The coordinator's job is administratively complex, functionally varied and often without clear cut responsibility or authority. Depending on the size of the center, he may be called upon to perform most of the tasks for which he has only vaguely stated responsibilities and many others which must be done simply to hold the program together. Specifically, the Department of Education manual sets out the coordinator's appointment and responsibilities as follows:

> "The appointment of a Coordinator is a function of the Board of Education. Such appointment must be approved by the Department of Education. It is felt that an experienced educator, who is well acquainted with local training facilities in the schools and in the community at large, is desirable. It is essential that the Coordinator report directly to the Board of Education in order that maximum liaison will be maintained in all educational matters within the local system.
>
> The Coordinator will:
>
> (a) Select courses from a list supplied by the Department of Education.
>
> (b) Seek approval from the Provincial Department of Education to operate the courses selected.
>
> (c) Arrange accommodation for the program.
>
> (d) Notify the trainees of the commencement of courses.
>
> (e) Engage the necessary staff."[7]

In reality this covers only a small number of the job facets most coordinators are called on to perform. By omission it ignores the administrative portion of the job. While the coordinator participates in each phase of the training program, induction, training and placement and, although it differs from center to center, the major part of his job is administrative.

It is his responsibility to organize the program, establish effective liaison with the N.E.S. in its induction role, hire for and administer the training function, and actively participate in the placement process. To do this effectively he must promote the program to trainees, employers, schools and community. Finally, in the internal operation he must act often in the capacity of counsellor, accountant, teacher and loan officer. In most centers he is responsible to the board for his appointment, to the high school principal for his facilities, and to the Technological and Trades Training Branch for his operating approvals and guidance.

(4) Some Problems in the Local Role

Because of the program's temporary status coordinators have a difficult time acquiring qualified staff members.[8] This is also complicated by the fact that many courses suffer from intermittent demand. The assumed temporary nature of Program 5 also prevents many centers from adding health services, qualified testing and counselling and other services which might improve training performance.

It is also apparent that Program 5 in some centers receives far less than adequate attention from the board responsible for its operation. Few boards require adequate performance measures for the program's operation. Budgets are not widely used. Operating costs, per student trained, vary widely among the centers. In addition, the reports to many boards reflect a preoccupation with providing a good picture. Discontinuations are often played down and problems between the coordinator and the staff of the high school which he is using for the program go unsettled for long periods of time.

Once again, the lack of objectives at the federal and provincial levels of the program prevents many boards from establishing suitable guidelines.

Finally, for many coordinators, split responsibility to both the local board and the provincial Branch complicates their existence. The purported decentralization is not as clear cut, as might be expected, since the Branch, often operating without locally established budgets or adequate measures of performance, requires the coordinator to obtain approvals for many items of cost that might normally be expected to fall within the job of a competent administrator.

---

[7] In some centers the coordinator is not involved with the process of training. His job is purely administrative.

[8] "The Minister may, with the approval of the Governor in Council, enter into an Agreement with any province, for a period not exceeding six years . . ." Technical and Vocational Training Assistance Act, Queens Printer, Ottawa, 1960-61.

CHAPTER III

Trainees: Who Are They?

PROGRAM 5 has been in operation in Ontario since mid-1961, and while approximately 60,000 unemployed persons have enrolled for training under the program, there is little information available about the extent to which the program has been meeting its objectives.

An integral part of this study was the interviewing of program trainees. Information was collected on the trainee's background for purposes of gaining a better insight into the type of person being trained under Program 5 and his subsequent job history.

Appendix A: Research Design describes in detail the procedures used. The interviewing of trainees was limited to six Ontario cities: Cornwall, Ottawa, Sarnia, Timmins, Toronto and Welland. In these cities trainees were chosen at random and 986 were administered a structured questionnaire.

Essentially, the information can be segregated into five main areas:

1. personal and educational characteristics,
2. employment experience before taking training,
3. details of the training taken,
4. employment experience following training,
5. miscellaneous information.

It was hoped that this information would allow conclusions to be drawn about certain aspects of both the persons taking training and the ability of the training to provide better job opportunities for the unemployed.

Before proceeding with the findings, it is important that the reader understand the nature of the analysis presented. Because the survey was conducted in only six centers in Ontario, it was not possible (nor was it intended) to draw conclusions about the effectiveness of Program 5 on a province wide basis. The six centers selected were chosen, however, as ones representative of the majority of the forty training centers in Ontario, and in a number of cases it was possible to draw conclusions about characteristics which were common to all six survey cities. However, these conclusions were not (and should not be) projected to the entire program. Further, the emphasis in presenting the analysis has been to examine the six centers for characteristics which were similar rather than to examine differences. Such differences have therefore been dealt with secondarily, and only where considered to be significant.

In studies of this nature, where respondents to be interviewed are selected at random beforehand from a listing of all possible respondents, it is not expected, for a variety of reasons, that all those selected will be reached. This situation was anticipated in this study and detailed steps were taken to locate as many of the preselected respondents as possible. However, as was expected, non-responses did occur. The occurrence of non-responses becomes a problem only when it is found that the non-response group has characteristics unlike those of the response group. Comparisons of both groups were made and it was found that, as far as the main personal characteristics were concerned, the two groups did not differ appreciably. While the findings presented in this chapter and the conclusions drawn therefrom, refer to the response group only, there is reason to believe that these findings and conclusions could be, in a general way, projected to the total samples in the various cities. (The subject of non-response is dealt with fully in Appendices A and B.)

I. Personal and Educational Characteristics

In this initial section of the analysis a profile of the personal and educational characteristics of the Program 5 trainee in the six survey cities is given. The characteristics found to be pertinent and which are discussed below are the characteristics of sex, age, marital status and number of dependents, and level of formal education.[1]

(a) Sex

Table III-1[2] shows a percentage distribution of Program 5 trainees by sex for the six survey cities. There are no meaningful similarities. The proportion of males to females in the various cities depends largely on two factors—local labour force characteristics and enrollment and curriculum policies in the various centers. For example, it would appear that the percentage of women taking training is high, relative to

[1] The significance of this analysis of the personal and educational characteristics of past Program 5 trainees would be increased if the data presented could be compared against the characteristics of the total unemployed population of a community, an economic region, or of the province. This was not done for two reasons. First, the most recent information available on characteristics of the unemployed is the 1961 Census of Canada data. There is a danger in comparing the survey data with the Census because of the change in economic conditions since 1961. The fact that the 1961 Census relates to a period of high unemployment suggests that some changes in the structure of the personal and educational characteristics would have taken place since that time. Second, the gathering of recent comparative data would represent a substantial study of its own. Since the federal Department of Labour had already commenced working on a study to obtain a profile of the unemployed person on a nation wide basis, it was decided to omit this aspect from the present study. As a result, this section of the report on personal and educational characteristics is meant to serve solely as a 'profile analysis' of persons availing themselves to training for the unemployed in the six survey cities.

[2] All Tables in Chapter III relate to total figures for the five years the program has been in operation. Analysis of characteristics by year of entry into the program was made and is discussed throughout the chapter where trends by year were found to be significant.

TABLE III-1
PERCENTAGE DISTRIBUTION OF TRAINEES
BY SEX
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Male.....	54%	45%	61%	34%	66%	69%
Female.....	46	55	39	66	34	31
Base Numbers*	165	224	163	179	113	152

* Base numbers represent the actual number of respondents.

the percentage of women in the labour force, in the cities of Ottawa and Timmins. In these two cities the proportion of males to females in the labour force during the last year approximated the following: Ottawa, 70% male and 30% female; Timmins, 90% male and 10% female.[3] This comparison, especially in the case of Timmins, would indicate that employment possibilities for women are considerably less than for males. The fact that such a relatively large number of women in Timmins are enrolling in courses results partly from the fact that there are a number of courses designed specifically to attract women (commercial, clerk-typist, etc.)[4].

Another contributing factor is that more women are attempting to enter the labour force and are taking training in the hope of obtaining employment. If such is the case then it becomes significant to determine if these women are able to secure employment following their training. One final factor which would contribute to the high percentage of women hinges on recruitment practices in the various Program 5 centers. In periods of high employment, such as the present, it is questionable if centers should in any way be encouraged to recruit women into training simply to maintain or increase levels of enrollment.[5]

It is not the purpose of this report to investigate regional differences in the composition of the labour force and the availability of jobs, or the composition of those in training. However, it is important to know the characteristics of local labour market conditions (shortages and surpluses of jobs), and the characteristics of the local unemployed, to determine who should be trained. If persons are being trained in communities where there are no jobs available, and where the trainees are unwilling to leave the community, then the program is not meeting its objective.

Another significant finding, closely related to the foregoing, concerns the percentage of women taking Program 5 training. An analysis of trainees by year of entry indicated that since 1961 there has been a steady increase in the percentage of women trainees. Reasons similar to those described above might tend to account for much of this growth. One additional factor could be that the decreasing rates of unemployment since 1962 have affected the female labour force to a lesser degree than the male labour force. This increase in female enrollment emphasizes the point that it is necessary for the nation, the provinces, and local communities, to be fully aware of the structure of unemployed groups in order that those who are in need of training, provided they are capable of taking training, are provided with the kind of training that will assist them in entering or returning to the labour force.

(b) Age

One of the most significant findings revealed in Table III-2 is that over one-half of all persons trained under Program 5 in the six cities, were 24 years of age or under. It is also interesting to note the relatively high percentage of trainees 19 years of age and under, particularly in view of the fact that at present a trainee must be out of school for a period of one year (normally 17 years of age) to qualify to take training under Program 5. There is evidence to suggest that many of the trainees in the 19 and under age group have not matured sufficiently since leaving high school to benefit fully from training. It will be shown later that the drop out rate from Program 5 is highest in the 19 and under age group.

Further, there are indications[6] that a number of high school students are intentionally dropping out of high school, waiting for one year, and then returning to obtain their training under Program 5 while being paid.[7] Many respondents commented that there were too many disinterested young people in the courses, who were there simply for the money, who had no interest in the training, and who wasted not only their own time but the time of the teachers and other students. It is difficult to determine the extent to which this means of obtaining a "paid" high school education is being used. However, the fact that it does exist warrants some consideration of measures to discourage persons from continuing this practice. The recent proposed increases in trainee living allowances may make it even more attractive for a dissatisfied high school student to leave regular high school for training under Program 5.[8]

The fact that such a large percentage of Program 5 enrollees are 24 years of age or under indicates that trainees in this age group realize the significance of additional education. The new high school "streaming program" should help greatly in cutting down the number of students leaving with-

---

[3] Source: Employment and Payrolls, Dominion Bureau of Statistics, Catalogue No. 72-002.

[4] All Program 5 centers offer similar courses specifically designed for women.

[5] Some coordinators, as well as others connected with Program 5, feel that one of the ways to gauge the success of the program at the local level is to determine if the program is experiencing growth in terms of the numbers enrolled from year to year.

[6] This evidence was determined from interviews with the Program 5 coordinators, some teachers, and comments offered by trainees at the conclusion of their interviews.

[7] Program 5 trainees are granted a Statement of Equivalent Standing (high school) in the subjects of English, mathematics and science, for each grade of high school they complete under Program 5.

[8] The present trainee living allowances are based on four different categories of students. The allowance for each category per training day is as follows:
Category "A", $5 (for trainees without dependents who live in a training center); Category "B", $6 (for trainees without dependents who have to move to a training center); Category "C", $9 (for trainees with dependents who live in a training center); Category "D", $11 (for trainees with dependents who have to move to a training center). These categories are elaborated on in Appendix D.
The federal government has proposed that the living allowances be increased. The proposals are, at this time, still in the discussion stage and proposed increases would have to be ratified by each province. The proposed allowances would range from trainees in Category "A" receiving $35 per week (opposed to $25 per week at present) to trainees in Category "D" receiving a maximum of $85 per week (now $55 per week). To receive this maximum a trainee would have to have more than two dependents. The present living allowances do not take into account the number of dependents a trainee has. In other words, a man supporting only his wife receives the same allowance as a man supporting his wife and two dependents.

TABLE III-2
PERCENTAGE DISTRIBUTION OF TRAINEES
BY AGE
(Total Sample)

Age Group	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
19 and under	24%	29%	29%	46%	17%	40%
20-24.....	30	29	28	19	26	24
25-34.....	20	16	20	11	20	13
35-44.....	14	15	12	14	19	14
45-54.....	9	9	9	7	12	8
55-64.....	3	2	2	3	6	1

out sufficient basic education or fundamental training in a skill. Of most importance, however, is the need to encourage students to secure the maximum education and training in secondary schools. Only as we decrease the high school drop out rate, will there be a decrease in the percentage of persons in the under 24 age group requiring training under Program 5.

An analysis of age grouping by sex indicates that in the 19 and under age group the percentage of males taking training was only four percent higher than females. However, in the 20-24 age group the proportion of males exceeded females by 12%, on the average. The proportion shifted slightly towards females in the 25-34 age group, and in the 35-44 age group there were approximately 10% more women than men.

Table III-2 also shows that there is a smaller proportion of persons taking training in the older age groupings. Because of the lack of information on unemployed persons it is difficult to say whether or not it is, say the 35-44 age group, which is in most need of training. National, provincial, regional, and local analyses of the characteristics of the unemployed are needed.

TABLE III-3
PERCENTAGE DISTRIBUTION OF TRAINEES BY MARITAL STATUS
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Single.....	48%	51%	47%	64%	54%	60%
Married.....	49	34	39	25	34	30
D.S.W.*.....	3	15	14	11	12	10

* Divorced, Separated or Widowed

TABLE III-4
PERCENTAGE DISTRIBUTION OF TRAINEES BY NUMBER OF DEPENDENTS
(Total Sample)

Number	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
None.....	67%	73%	61%	78%	66%	66%
1.....	10	8	13	8	17	10
2.....	7	10	7	5	7	11
3.....	7	5	9	5	5	8
4.....	7	1	4	2	3	3
5 or more.....	2	3	6	2	2	2

(c) Marital Status and Dependents

One of the major concerns of persons taking training under Program 5 is the burden, mainly financial, to which trainees are subjected. Of the comments offered by trainees, the majority were concerned with the lack of recognition for dependents in the present living allowance scheme.

Table III-3 shows the marital status of trainees in the six survey centers. It should be noted that a minimum of approximately one-half of the trainees in all cities were single at the time they took their training. Further analysis indicates that approximately 65% of the single persons were living at home with their parents and therefore presumably not responsible for living costs. It can be assumed, therefore, that these two groups have not been subjected to undue financial strain under the present payment scheme, and certainly will not be under the proposed scheme.

The financial burden is felt most by those trainees who are married or separated, widowed or divorced. Table III-3 shows that the percentage of such trainees varies from 36% (Timmins) to 53% (Sarnia).

Of more significance is the number of dependents a trainee had to support while taking training.[9] This information was solicited from all trainees and is presented above in Table III-4.

This table shows that approximately two-thirds of all trainees interviewed had no dependents to support during training. As this percentage is higher than the percentage of single persons in training, it would indicate that some of the married persons neither had children nor had to support their spouse during training.

Approximately one-third of the persons in training, had one or more dependents to support. These would feel the financial burden most since the present living allowances do not take into account the number of dependents a trainee supports. It is also quite likely that a number of trainees with dependents would have been discouraged, in the past, from taking training because they could not afford to do so. The proposed revision in the living allowances, if ratified by the provinces, will remove this barrier.

(d) Level of Formal Education

As might be expected, many who enter training are deficient in the level of their formal education. The problem of lack of education among the unemployed has been a topic of much discussion. For the younger unemployed (24 years of age or under), the lack of formal education makes permanent employment difficult to secure.

The older worker, with limited formal education, has a different problem. Presumably he has become unemployed because of his inability or unwillingness to adjust to the requirements of his job, because his job has disappeared, or because of employer attitudes toward the older worker. If this person is to re-enter the labour force he must upgrade his present skill or learn a new one. His problem is complicated by the fact that he has been out of school for some time and a return to the classroom and studying involves difficult readjustment.

Table III-5 shows the level of formal education trainees possess when they enter training. The majority of the skill courses offered under Program 5 require a minimum education level of grade 10. The table shows that approximately two-thirds of the trainees do not meet this requirement and, therefore, require upgrading before they can enter the skill course of their choice. Upgrading (Basic Training for Skill Development) courses in most centers start

[9] A dependent for the purpose of this study, was defined as all persons in the trainee's family who were not working and who were financially dependent on the trainee at the time he took his training.

TABLE III-5
PERCENTAGE ANALYSIS OF TRAINEES
LEVEL OF FORMAL EDUCATION
(Total Sample)

Last Grade	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Grade 8 or less	47%	41%	35%	44%	33%	41%
Grade 9	14	21	29	31	20	28
Grade 10	22	20	23	19	19	17
Grade 11	8	8	10	2	9	6
Grades 12-13	9	10	3	4	19	8

at grade 7.[10] Coordinators commented that many trainees, especially the older ones, experienced difficulty picking up at the point they had reached when they had left their formal schooling. For example, a trainee who reported a grade 8 level of education would often have to commence his upgrading at a level much below grade 8. Some of the larger centers at the present time are experimenting with upgrading courses at the grade 4, 5 and 6 levels in an attempt to assist those who require considerable reorientation and re-education.

Finally, it should be noted that Table III-5 would not accurately reflect educational characteristics of the unemployed in general. There is a higher percentage of young persons in training and these young people, on the average, are much better educated than the average unemployed.

[10] A trainee normally spends three months in each grade to grade 9 and four months per grade thereafter.

(e) Summary

To be able to determine who should be trained under Program 5 it is necessary to know much more about the characteristics of local, regional, and provincial labour markets and of the characteristics of the unemployed in these various markets. Only when this is done, will it be possible to match more closely the needs with the availability of manpower, trained or untrained. Further, the characteristics of the unemployed need to be ascertained more adequately to determine if the people who need training are being reached. There are indications that many persons who could benefit from training are either not being reached or are not being convinced of the value of training.

It is difficult to generalize about the personal and educational characteristics of persons taking Program 5 training. However, the analysis indicates that some generalizations can be made. First, in some cities it would appear that there is an unusually high percentage of women in training. Further, it would appear that the percentage of women taking Program 5 has been increasing since the program's inception. Second, there is a high percentage of younger persons availing themselves of training under the program, yet many of them are not mature enough to benefit fully from the training offered. Few older persons enroll in Program 5 and of those who do, many experience difficulty in adjusting to a classroom situation.

Third, the majority of the persons taking training have no dependents to support during the time they are on course, and as a result would not likely suffer undue financial hardships. Trainees who have more than one dependent experience the most financial difficulty because the present living allowances do not take into account the number of dependents they have to support during training. Lastly, as might be expected, the majority of trainees require upgrading courses to improve their level of general education before they are able to enroll in a skill course.

II. Employment and Unemployment Prior to Training

The purpose of this second section is to continue the profile of the trainee, concentrating on his employment and unemployment experiences prior to enrolling in a course. This section will provide a further insight into the background of the trainee, and will serve as a basis for comparing the trainee's employment and unemployment experiences before and after training.

First, the trainees' employment experiences during a two year period prior

TABLE III-6
PERCENTAGE ANALYSIS OF TRAINEES
EMPLOYMENT EXPERIENCE PRIOR TO TRAINING
(Two Year Period)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Employed at some time (percent of total sample)	65%	78%	84%	66%	83%	72%
Duration of Employment:						
Less than 6 months	17%	12%	18%	22%	12%	18%
6 months, less than 12	15	17	12	24	18	18
12 months, less than 18	18	20	23	18	29	21
18 months, less than 24	33	42	40	32	28	38
24 months (entire period)	17	9	7	4	13	5
Base Numbers	107	174	137	118	93	108

to training are studied. An examination is made of the duration of employment, unemployment, and unavailability for employment during this two year period. Second, the trainees' unemployment experiences immediately prior to training are analyzed. Here, the duration of unemployment and reasons for leaving the last job before training are investigated.

(a) Duration of Employment

Table III-6 shows the percentage of trainees in the sample who were employed at some time during the last two years,[11] and a percentage analysis of the duration of such employment. In the city of Cornwall, for example, 65% of the trainees in the sample were employed for some time during the two year period prior to training.[12] The lower portion of the table shows the length of time these trainees were employed. This portion of the table for all cities indicates that, with the exception of Timmins, at least two-thirds of the persons who had been employed, had been employed for a year or more. (Cornwall, 68%, Ottawa, 71%, Sarnia, 70%, Timmins, 54%, Toronto, 70%, Welland, 64%.) For example, in Sarnia seven out of every ten trainees had been employed for more than a year during the two year period prior to enrolling in the program.

A further examination of this employed group shows that approximately one-half of them held only one job during their period of employment. That is to say, one-half did not change jobs during this period. A very small percentage of the employed group had more than two jobs. (Table III-7)

TABLE III-7
PERCENTAGE ANALYSIS OF TRAINEES
NUMBER OF JOBS HELD—EMPLOYED GROUP
(Two Year Period)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
One Job.....	56%	54%	47%	61%	44%	66%
Two Jobs.....	26	28	22	24	46	21
Three Jobs....	13	12	21	13	9	7
Four Jobs....	3	5	7	2	1	3
More than four.....	2	1	3	0	0	3

Base numbers as in Table III-6

(b) Duration of Unemployment

The analysis following examines the trainees' unemployment experience during the two year period, and allows a number of conclusions to be drawn about the type of unemployed person (in terms of duration of unemployment) who avail themselves of training under Program 5.

Table III-8 indicates the percentage of trainees who experienced some unemployment during the two year period, and the duration of that unemployment. This table follows the format used in Table III-6. In Ottawa, for example, 78% of all trainees had been unemployed at some time during the two year period preceding training.[13] The bottom portion of Table III-8 shows the duration of such unemployment.

The table indicates, as would be expected, that a large majority of trainees had experienced some unemployment prior to training. In all centers at least 70% of trainees who were subject to unemployment, were unemployed for less than a year (Cornwall 71%, Ottawa 80%, Sarnia 76%, Timmins 75%, Toronto 70%, Welland 77%).

It would appear, therefore, that the majority of persons who take training under

[11] A two year period prior to training was selected because it was felt that for the purposes of this study, this period of time would adequately reflect the trainees' employment and unemployment experiences prior to training and because it was felt that respondents would have a difficult time recalling their experiences for a period of longer than two years.

[12] The difference between the 65% and 100% is made up of that percentage of the total sample which was either unemployed or not available for employment, or both, during the two year period prior to training. See Table III-10.

[13] The difference between the 78% and 100% is made up of trainees who were either employed, or unavailable for unemployment, or both, during the two year period.

TABLE III-8
PERCENTAGE ANALYSIS OF TRAINEES
UNEMPLOYMENT EXPERIENCE PRIOR TO TRAINING
(Two Year Period)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Unemployed at some time..... (percent of total sample)	64%	78%	85%	80%	73%	88%
Duration of Unemployment:						
Less than 1 month.....	10%	9%	7%	16%	10%	14%
1 month, less than 6.....	38	50	46	38	42	45
6 months, less than 12.....	23	21	23	21	28	18
12 months, less than 18.....	11	12	10	13	10	11
18 months, less than 24.....	3	4	10	6	3	7
24 months (entire period).....	15	4	4	6	7	5
Base Numbers.....	105	174	138	143	82	133

TABLE III-9
PERCENTAGE ANALYSIS OF TRAINEES
UNAVAILABLE FOR EMPLOYMENT PRIOR TO TRAINING
(Two Year Period)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Unavailable at some time..... (percent of total sample)	44%	42%	35%	60%	35%	46%
Duration of Unavailability:						
1 month, less than 6.....	5%	9%	12%	7%	17%	6%
6 months, less than 12.....	20	26	26	25	13	26
12 months, less than 18.....	11	19	25	24	31	20
18 months, less than 24.....	18	14	14	20	18	35
24 months (entire period).....	46	32	23	24	21	13
Base Numbers.....	72	94	57	108	39	70

Program 5 are subject to short-term (less than 6 months) or medium-term (less than one year) unemployment. Assuming a definition of long-term unemployment to be continuous unemployment for at least an 18 month period, it is evident from the analysis that very few long-term unemployed persons avail themselves of Program 5 training.

This analysis would be more meaningful if we knew more about the characteristics of the total unemployed population in these cities. For example we know from Table III-8 that in Ottawa only 8% of the trainees had been unemployed for more than 18 months (the long-term unemployed) during the two year period prior to training. However, we do not know what percentage of the total unemployed population in Ottawa could be so classified. This type of information on unemployed persons is not available. Therefore, we are unable to determine whether or not Program 5 is reaching any significant proportion of the long-term or 'hard core' unemployed.

In periods of high employment, such as Canada is experiencing at the present, our prime concern is for those persons who remain unemployed, and how they can be brought back into the labour force. Program 5 is one vehicle which can assist in giving these people a skill which will enable them to obtain employment, and it is imperative that we determine if the program is reaching these people.

It must be recognized, of course, that not all of the unemployed are retrainable. A certain percentage of the unemployed, for a variety of reasons, are not suited for training.[14] Here again it is necessary to know that percentage of the unemployed which cannot be trained both to insure that those who are suited for training are trained, and to determine what can be done to assist those who cannot benefit from training.

(c) Unavailable for Employment

The final aspect of the analysis of the trainees' employment and unemployment experience shows, in Table III-9, the percentage of all trainees who were unavailable for employment during the two years, and the duration of such unavailability.

The percentage of persons unavailable for employment for a portion or all of the entire two year period before training varies from 35% in Sarnia to 60% in Timmins. The lower portion of the table shows that the duration of such unavailability varies considerably from city to city.

To assess properly the significance of the above analysis, it is necessary to know the reasons why trainees were unavailable for employment. These reasons are outlined in Table III-10 and reveal two findings of interest.

First, the primary reason for unavailability for work was that the trainee was in school. This suggests that some teenagers may be dropping out of school specifically to take training, but more likely are dropping out of school to seek employment and shortly afterwards find themselves in need of further training. The implications of this problem have already been discussed.

The second reason was that a number of housewives (who were not in the labour force) were enrolling in Program 5 courses. Program 5 was specifically designed for unemployed persons; however, an exception has been made in the case of house-

[14] Some considered opinions place this percentage as high as 50%, depending partly upon the level of unemployment.

TABLE III-10
PERCENTAGE ANALYSIS OF TRAINEES
REASONS GIVEN FOR UNAVAILABILITY FOR EMPLOYMENT
(Two Year Period)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
In School.....	46%	52%	65%	64%	41%	75%
Housewife....	51	36	30	28	28	20
Ill Health.....	3	3	5	3	2	3
Other*.....	0	9	0	5	29	2

Base Numbers as in Table III-9.

* which includes 'no reason given'

TABLE III-11
PERCENTAGE ANALYSIS OF TRAINEES
UNEMPLOYMENT IMMEDIATELY PRIOR TO TRAINING
(Total Sample)

Period of Unemployment	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Not unemployed	35%	23%	17%	22%	27%	13%
Less than 1 week	4	5	3	0	4	5
Between 1 week and 1 month	8	11	16	15	11	16
Between 1 month and 3 months	15	23	21	21	15	16
Between 3 months and 6 months	10	16	19	16	16	22
Between 6 months and 1 year	10	9	12	11	13	12
Between 1 year and 2 years	7	9	8	9	10	10
Over two years	11	4	4	6	4	6

wives who wish to take training in order to obtain a better job when they seek employment. Such training is bound to be beneficial.

However there are indications[15] that some housewives have no real intention of seeking employment and are taking the courses mainly for the money. It is difficult to estimate the extent of this problem or what precautions could be taken to determine this intent beforehand. Small as this problem may be, it tends to give the program a bad name. One way of determining their intent, of course, is to ascertain if they actually do seek employment following training. This area is further explored for the sample of housewives listed in Table III-10.

(d) Unemployment Immediately Prior to Training

The foregoing discussion attempted to analyse the employment and unemployment experiences of trainees during the two year period preceding training. To gain further insight into the trainees' activities before training it is interesting to examine his unemployment experience immediately prior to his enrolling in training. A summary of this information appears in Table III-11.

This table reinforces the conclusion that for the majority of trainees their periods of unemployment lasted anywhere from one week to one year. The durations of unemployment appear to be spread fairly evenly, making it difficult to determine an average.

It also shows that in each city there was a percentage of trainees who reported that they were not unemployed at all before entering training. Considering again that one of the stipulations of entry into Program 5 is unemployment, the reasons given for not being unemployed bear close examination.

The housewife taking training has already been discussed. It can be seen in Table III-12 that this constituted the largest single reason given in all but two of the cities. It is also interesting to note the significant percentage of trainees who actually left employment to take training. The proposed upward revisions in the living allowance payments will make it more attractive for a person to take training from a financial viewpoint. It could very well be that in the near future an increasing number of persons will leave their jobs to take training. This point is raised not to suggest that this practice should be discouraged, but rather to suggest that consideration should be given to determining whether or not this type of training comes under, or should come under, the scope of Program 5, or possibly one of the other federal-provincial programs.

Finally, Table III-12 shows that very few teenagers are actually being admitted to training directly from school. This is in keeping with the entrance requirements of the program.[16]

All trainees were asked to give the reason they left their last job before entering training. Table III-13 indicates that the largest percentage of persons were forced to leave their last job before training rather than left voluntarily. Most took training to improve their chances of re-entry into the labour force. The balance of reasons shown represent those persons who left their jobs voluntarily and, at a later time, availed themselves of training rather than return to a similar type of employment.

(e) Summary

There are indications from an analysis of trainees in the six survey centers that Program 5 is attracting persons of short and medium term unemployment, but not the long term unemployed.

A percentage of trainees was unavailable for employment for a period prior to

[15] Determined mainly from interviews with co-ordinators and from comments offered by trainees on the trainee questionnaire.

[16] The reader should be aware that, although the information presented in this table has been expressed in percentage, the total sample numbers are small. To avoid misinterpretation the base numbers used to calculate these percentages are shown below the table.

TABLE III-12
PERCENTAGE ANALYSIS OF TRAINEES
REASONS FOR NOT BEING UNEMPLOYED PRIOR TO TRAINING

Reason	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Housewife	59%	51%	39%	50%	27%	40%
At Work	34	37	42	35	63	35
In School	5	4	7	10	0	10
Other	2	8	12	5	10	15
Base Numbers	58	52	28	40	30	20

TABLE III-13
PERCENTAGE ANALYSIS OF TRAINEES
REASONS GIVEN FOR LEAVING LAST JOB BEFORE TRAINING

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Laid off, dismissed, job ceased to exist	40%	40%	58%	44%	40%	54%
Sickness, family reasons	12	21	14	10	11	9
To take training	19	12	13	8	12	10
Not suited for job	6	16	4	13	18	17
Insufficient pay	7	8	7	11	6	5
Other	2	3	3	7	9	3
Not stated	14	0	1	7	4	2

Base numbers as in Table III-6

training. Most of these were either housewives or at school. Some trainees actually leave their employment to take training. While this has not occurred with any degree of frequency in the past, the proposed increase in living allowances may now make this more attractive in the future.

III. Details of Courses Taken

One of the criteria which can be used to measure the effectiveness of Program 5 as an educational program is the rate of course completion.[17] This rate is a measure of trainees who successfully complete, or fail to complete, their training.

To date, very little is known about the completion record of Program 5 in Ontario, and of equal importance, the reasons which cause trainees to leave before completion. This section is devoted to an examination of these aspects of the program, as well as an analysis of trainee entry into the program, and number and choice of courses taken.

[17] Other criteria, primarily employment experience after training, are examined in a later section of Chapter III.

(a) Entry into Training

A number of different methods are used to advertise and promote Program 5 to prospective trainees. Most of the advertising is done at the local level by the co-ordinator. Advertisements are placed in newspapers at regular intervals to inform persons of the starting dates of courses, requirements for admission, etc.

The National Employment Service contributes to the promotion of the program by mentioning the courses on the radio at the same time as advising the public of job opportunities. In addition, the N.E.S., as a rule, advises unemployed persons of the training programs when these people visit the N.E.S. offices either to look for employment or to request unemployment insurance benefits.[18]

Against this background of advertising and promotion, it is interesting to examine the various means by which trainees first hear of Program 5. As could be expected, the most common way of first hearing of training opportunities is through the National Employment Service (Table III-14).

Some N.E.S. offices actively promote the program to a larger extent than others. Such promotion includes placing Program 5 information brochures in convenient locations in the N.E.S. offices, such as on counters and in waiting areas.[19] The use of the enclosures in mailings of unemployment insurance benefit cheques has been found to be effective in some cities. However, persons who do not make use of the N.E.S. facilities would not benefit from this type of promotion.

The first two ways of becoming aware of the program, shown in Table III-14, are a result of planned advertising and N.E.S. promotion. It is interesting to note the extent to which unplanned, or "word of mouth" advertising spreads information. This is especially true in the case of Timmins, where 42% of the trainees first heard of training by way of their friends. This is probably the most effective means of advertising the training courses, provided

[18] Advertising and promotion are described in more detail in Chapter IV.

[19] Some N.E.S. offices make brochures available only to those who request information about the program.

TABLE III-14
PERCENTAGE ANALYSIS OF TRAINEES
INITIAL KNOWLEDGE OF COURSES
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
At N.E.S. Office	51%	37%	42%	16%	49%	31%
Newspaper Ads	12	23	28	17	8	31
Through Friends	31	29	25	42	31	28
Through Someone on Course	4	5	3	15	3	5
Other	2	6	2	10	9	5
Enquired or Enrolled Immediately	86%	77%	86%	75%	71%	86%

they have established a good local reputation.

One of the important considerations not revealed by Table III-14 is the number of persons who have not yet heard of the training offered under the program. In other words, what percentage of the unemployed population has never heard of Program 5? Three separate studies done in the summer of 1964 provide some insight to this question.[20] They showed that, at that time, those who had taken training under Program 5 represented only a very small percentage of the unemployed. In the Lakehead study, only 6% of the unemployed had taken training. The federal Department of Labour pilot study in two cities reported 4%; while the Windsor study reported 12%.

It is difficult to say to what extent this percentage has increased during the last one and one-half years. However, based on the 1964 studies, it appears that a more intensified advertising and promotional program should be undertaken if knowledge of the courses is to reach the unemployed. Some steps have already been undertaken in this direction by the Adult Training Center in Toronto in conjunction with the Board of Education in Toronto and the provincial Department of Education.

In an attempt to determine the time lapse between a person's first knowing about Program 5, and enquiring officially about or enrolling in a training course, trainees were asked whether they had enquired or had enrolled in a course immediately (within one week) after first hearing about the courses. This information is shown in the bottom of Table III-14. Upwards of 70% of those interviewed reported that they had immediately followed up on their initial knowledge of the courses. This high percentage indicates that potential trainees, once hearing about it, are anxious to find out more about the training and/or enroll. Of the percentage who did not enquire immediately, the main reasons given were uncertainty of the requirements (qualifications) for training, or that they were currently employed.

(b) Reasons for Taking Training

Trainees were asked to indicate why they had decided to enroll in a Program 5 course. As Table III-15 indicates, no clear patterns can be distinguished.

In all cities but one (Cornwall), the desire to upgrade basic education was seen by the trainees as the prime reason.

In the course of the study a number of other reasons came to light. These reasons were given by coordinators, other administrative persons connected with the program, and by a number of trainees who volunteered additional information to the interviewers.

TABLE III-15
PERCENTAGE ANALYSIS OF TRAINEES
REASONS FOR ENROLLING IN PROGRAM 5
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
To upgrade education	18%	49%	54%	40%	30%	21%
To obtain a skill.....	18	18	10	32	24	43
To help get a job.....	39	16	19	13	17	24
Wanted a better job..	15	12	12	14	24	8
Other.....	10	5	5	1	5	4

It appears certain that some students are only taking the training courses for the "pay" they receive while in training.[21] When applying, these people would express a desire to learn and an interest in the courses. But after three or four weeks their real reason became apparent, and the teaching staff and coordinator would have to attempt to "reform" the trainee, or to ask him to leave.

While the percentage of such persons has not been large, they downgrade the program in the eyes of the employers in the area, prospective trainees, and the community at large. Citizens in a community not close to the program tend to generalize from hearing of one or two bad experiences. Of equal importance, is that the attitude of such students is distracting to other students taking training. This second conclusion is reinforced by statements of a number of the trainees who were quite emphatic in suggesting that those who were in the courses "for the money only", or who are not serious about the training, be asked to leave as their attitude was harmful to those who wanted to learn.

In a training course such as Program 5, a certain number of these individuals are bound to turn up. However, because of the danger that this small faction presents to the overall image of the program, extreme care should be taken during the screening process to isolate them and either refuse admittance or provide them with access to professional counselling in an attempt to assist them to alter their intentions and thereby benefit from training. In the City of Toronto, where an adult counselling center has been established, assistance for these people is possible. In the smaller centers, however, under present conditions, these opportunities are small.

(c) Courses Taken

Essentially there are two types of courses offered under Program 5. The first is designed to raise the general level of formal education of trainees. These courses are called Basic Training for Skill Development. The second are those courses offered in the various skills, of which there are some 70 approved.[22]

---

[20] These three studies were:
(a) A Survey of Changing Employment Patterns at the Lakehead Cities of Port Arthur and Fort William, prepared by J. R. Nininger for the Ontario Economic Council, December, 1964.
(b) A survey of Labour Marketing Conditions, Windsor, Ontario, 1964: A case study by G. R. Horne, W. J. Dillen and R. A. Helling, prepared for the Economic Council of Canada. Queens Printer, Ottawa, Catalogue No. EC22-2/2.
(c) Pilot Study of Unemployed Workers, 1964; conducted by the Economics and Research Branch, Department of Labour, Ottawa. Highlights of the pilot study were outlined by Dr. C. R. Ford in an address to the Canadian Vocational Training Program 5 Ontario Coordinators Conference, November, 1964.

[21] As was mentioned earlier, this situation appears to occur more among younger trainees.

[22] Although there are some 70 approved courses, only about 30 are available at any one time, and this number would only be available in Toronto. A center tends to offer only courses for which there is a demand in the area, which, on the average, would be approximately eight different course offerings. Appendix C contains a listing of the approved courses in Ontario.

Courses offered in the various skill areas have a minimum basic education requirement. This requirement varies according to the skill, but for most courses the equivalent of grade 10 education is required. For trainees who come to the program with less than the minimum education it is necessary for them to take courses in the basic training area. Also, older trainees who may have the necessary basic education, but who have been out of school for some time, may be required to take one of the basic training courses as a refresher.

There are two Basic Training for Skill Development courses. The first, Course 5 (Appendix C), encompasses grades 7, 8, and 9. Each grade takes three months to complete and within each grade the subjects taught are English, science, and mathematics.[23] Once a student completes the requirements of one grade he then proceeds to the next. In some instances an individual takes longer than the required time to complete a particular grade. Where this occurs he is given extra drill in his area of weakness before continuing. The second, Course 6 (Appendix C), covers grades 10, 11 and 12.

Each grade in this group takes four months to complete. In most cases trainees wish to obtain only grade 10 in order to qualify for a skill course. Grades 11 and 12 are offered primarily for those students who wish to continue to one of the provincial trade schools, and are usually only available in the larger centers.[24]

The Department of Education provides trainees with Statements of Equivalent Standing, which states that the trainee has obtained the equivalent of a grade 10 high school standing in the subjects of English, mathematics and science.[25]

All trainees interviewed were asked the number of courses they had taken under Program 5. Under the method described above it is possible for a student to take a maximum of three courses. The first course would be one or all grades of Basic Training for Skill Development Course 5; the second, one grade (or all) of Basic Training for Skill Development Course 6; and the third course would be the trainee's skill course. Table III-16 presents an analysis of the number of courses taken by trainees in the various cities.

TABLE III-16
PERCENTAGE ANALYSIS OF TRAINEES
NUMBER OF COURSES TAKEN
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
One Course	81%	76%	88%	83%	65%	83%
Two Courses	10	19	12	13	25	16
Three Courses	9	5	0	4	10	1

The majority of students, as is indicated by the table, take only one course. For example in Timmins, 83% of all trainees took only one course under the program. The significance of this table is increased when it is related to an analysis of the first courses taken by trainees in the six survey cities (Table III-17).

It is significant that the majority of trainees in all but one city took either Basic Training 5 or 6 as their initial course.[26] This, coupled with the fact that a large percentage of trainees only take one course, indicates that a significant number are leaving training with more basic education but no actual skill. This, in itself, is not bad,

[23] Some centers offer other courses in addition to the three mentioned. These courses are usually along the lines of motivation, current affairs, grooming, etc.

[24] Some of the larger centers are now experimenting with basic training at the grades 4, 5, and 6 level. It is offered to those students who have only minimal formal education.

[25] These statements are usually only given for grade 10 and above.

[26] In Welland, the majority of trainees take a skill as their first course.

TABLE III-17
PERCENTAGE ANALYSIS OF TRAINEES
FIRST COURSE TAKEN
(Total Sample)

Name of Course*	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Basic Training 5	33%	40%	43%	53%	27%	17%
Basic Training 6	4	16	29	10	9	1
Commercial Clerical	19	18	16	1	13	10
Commercial Secretarial	0	10	0	15	2	16
Commercial Accounting	0	0	1	7	6	0
Clerk Typist	0	5	0	5	0	0
Welding (all types)	12	2	11	5	8	24
Industrial Sewing	12	0	0	0	10	5
Electronics (both types)	10	2	0	0	3	17
Machine Shop	4	1	0	0	0	10
Drafting	3	3	0	0	9	0
Other	3	3	0	4	13	0

* Course terminology among Program 5 centers varies considerably. In attempting to secure some consistency, some changes had to be made in categorizing courses to conform with the approved Department of Education terminology.

if the trainee is able to locate and maintain a steady job with his increased basic education.

Of the trainees who took a second course, approximately 50% in each city took all or part of Basic Training 6 (grades 10, 11, 12). These trainees, who have successfully completed the requirements of Basic Training 5, are preparing for the skill course of their choice by taking one or more grades of Basic Training 6. Trainees who took a second course, other than Basic Training 6, took one of the skill courses offered in the particular city.[27]

(d) Basis of Course Selection

One of the critical aspects of the training process which will determine the trainees' interest and success in training is the selection of the course most suitable to the trainee.

At present, the basis for determining course selection in most cases is, at best, hazy. The National Employment Service acts as the referral agency for persons wishing to take training. The N.E.S. Special Services Officers in various cities conduct an interview with each trainee to determine primarily eligibility and secondarily aptitude for training. In addition, these officers are asked to indicate a training course for the trainee. In theory, the determination of course selection rests with the trainee and the coordinator; however, in practice, the course determined by the trainee in consultation with the N.E.S. officer is the one most often followed. In most cases trainees must take some prior basic training to qualify for a skill course, and therefore the basis for selecting the first course is more easily determined. However such is not the case when it comes to determining which skill course the trainee should eventually take, or which course a trainee should take in the event he needs no upgrading.

The National Employment Service admits that it is difficult for them at the present time, owing mainly to staff shortages, and the lack of trained personnel, to conduct the necessary counselling and testing essential to assessing the trainee's aptitude and area of interest. Further, coordinators, because of their many varied responsibilities and functions in administering a program, do not have the time and often are not qualified to assess trainee needs properly.

At present, the practice and degree of counselling and testing varies markedly from city to city. In come centers, N.E.S. offices conduct short, informal aptitude tests. In other cities, the coordinator enlists the aid of high school guidance teachers in attempting to determine the most suitable course for trainees. In Toronto, the new Adult Counselling Center performs a valuable role in providing counselling and testing for prospective Program 5 trainees.[28]

In an attempt to determine the extent to which the N.E.S. and the coordinator influenced a trainee's decision to take a particular course, all trainees were asked to indicate why they had chosen the course. The results of this inquiry are shown in Table III-18.

The findings suggest that the majority of trainees themselves decide the course they want, and presumably make their wishes known to the N.E.S. as well as the coordinator. It is difficult to say how these preconceived ideas are developed. However, it would seem that the prospective trainee could benefit from better counselling and testing in order that he might see whether or not his wishes for a specific training course matched his aptitude and interest for employment.

Table III-18 also suggests that a significant portion of the trainees who take a particular course do so following advice from a N.E.S. Special Services Officer. To the extent that this figure is significant, it becomes important that these officers be equipped with the necessary skills and testing devices to measure as accurately as possible a trainee's interests and aptitude.[29] The indication that only a relatively small percentage of trainees act on the direct advice of a coordinator in no way reflects upon the role the latter plays in initial course selection. The coordinator normally sees the trainee only after the interview with the N.E.S. officer at which time, in many cases, the individual's course decision has been made.

One further point on the value of counselling is worthy of mention. Under the present screening process, physical and mental disabilities may not come to light. This undoubtedly affects some students during the course of their training. Sickness, in fact, was one of the major reasons listed by trainees for discontinuing.[30]

---

[27] Not all courses offered in a particular city are shown in Table III-17. First, this table shows only the first course taken. Second, courses represented by a small sample of trainees have been included in the "Other" category. Third, because a sample of trainees was interviewed, some of the courses with small enrollments were not sampled. Toronto offers (or has offered in the past) some 14 courses in addition to those shown in Table III-17. Similar figures for other cities are: Ottawa, 12 courses; Cornwall, 5 courses; Timmins, 3 courses. All courses offered in Sarnia and Welland are shown in the table.

[28] The Adult Counselling Center in Toronto, and counselling and testing in general, is discussed at more length in Chapters IV and VI of this report.

[29] However, there is some question among those close to the program at both the federal and provincial levels as to whether or not the National Employment Service should provide the prime counselling service. For example, perhaps all counselling and testing could best be carried out by the coordinator and his staff or by Adult Education Centers where they exist. This point is dealt with in more detail elsewhere in the report.

[30] Reference here is made to Table III-22. It might be noted, however, that sickness is often used as a defence mechanism by trainees discouraged for other reasons. This contention is substantiated by a comparison of the sickness factor in Tables III-22 and III-31.

TABLE III-18
PERCENTAGE ANALYSIS OF TRAINEES
BASIS OF COURSE SELECTION
(Total Sample)

Reason	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Thought it was best for me	45%	54%	55%	50%	47%	72%
Advice from N.E.S.	24	22	15	28	21	7
Advice from Coordinator	10	10	10	8	16	5
Advice of a friend	9	5	5	7	4	2
Skill in Demand	7	3	7	2	4	7
Other	5	6	8	5	8	7

(e) Course Completion Record

As has been mentioned, very little is known about the percentage of trainees who actually complete their training under Program 5. At the beginning of the study it was estimated by officials in the Department of Education that the completion rate approximated 50% in Ontario. Three questions immediately came to mind. First, how accurate is this estimate? Second, is this completion rate low, average, or high for a training program of this type? Third, how important is the completion rate as a performance measure in assessing the effectiveness of Program 5?

All three questions are difficult to answer. However, because of their significance, an attempt is made in this section to provide some guidelines with respect to the use of completion rates as a measure of Program 5 performance.

A completion analysis for the six survey cities is shown in Table III-19, with the composite percentages for all years of the program's operation in the various cities. The highest completion rates were experienced in Cornwall and Welland (66%), while Sarnia had the lowest rate (39%).[31] The "discontinued" category refers to those trainees who discontinued their training voluntarily before completion. The "other" category includes those trainees who failed or were asked not to return to classes.

There are several different ways of computing completion and discontinued rates, and the resulting percentages will vary according to the method used. One is to express the completions as a percentage of total enrollment. This does not give a representative figure because it includes in the total enrollment figure persons who are still in training, thus understating the completion rate. Another method is to express those who discontinued as a percentage of total enrollment. Here the discontinued rate would be understated because those in training are again included in the base figure.

Neither of these methods separate out those trainees who complete the training period but who fail to graduate. Typically these trainees are included under the "completed" category. Hence this would tend to overstate the completion rate. Finally, moreover, neither of these methods recognizes the number of courses a trainee completes. For example, if a trainee completes Basic Training 5 and decides to leave the program he is typically classified as a "completed". However, if a trainee completes Basic Training 5 and 6, commences his skill course but discontinues part way through, he is classed as "discontinued". Thus these methods do not give weight to the number of courses successfully completed.

An accurate method of calculating the completion rate, therefore, would be to base the calculation only on those persons who have left training, after those trainees who fail have been classified separately, and after the number of successfully completed courses have been properly weighted. Such a method was employed in calculating the completion rates shown in Table III-19. These figures represent slightly higher completion rates than would be found if one of the other methods described above had been used.[32] A further explanation of this suggested method of determining completion rates, as well as a comparison of figures calculated by one of the other methods, is contained in Appendix E.

What expected completion rate should there be for Program 5? There is no one answer to this question. Many factors are involved. Some generalizations, however, can be made.

First, the completion rates can be examined on an absolute basis. For example, the completion rate in Cornwall of 66% can be considered to be a commendable record in terms of the type of training conducted under Program 5. For every 100 students who enroll in Cornwall, 66 complete their training. It is possible that this percentage could be increased depending on the extent to which the factors affecting the completion rate are controllable. Trainees dropping out of training for financial reasons, for example, represents a factor which is controllable. It is, therefore, necessary to develop a total awareness of the factors which lead to discontinuation of training. Only then can meaningful measures be undertaken to improve the completion record.

Second, the completion rate can be examined from year to year to determine if there has been an improvement. The data for the six survey centers indicates that there has been a slight improvement since the inception of the program. However this improvement has not been significant, owing possibly to the lack of attention which has been given to the factors which affect the rate. Further, when such factors are recognized, and suggestions made for improvement, the machinery of government seemingly takes a very long time to bring the changes into effect. This process is complicated by the need to obtain agreement from all ten provincial governments, and the federal government.

Third, it is possible to compare completion rates among the various program centers throughout the province, taking into account differences in the economies of the various areas. Comparisons can also be made with other provinces[33] and other countries. Care here must also be taken in interpretation of comparisons because of the different ways in which Program 5 is operated in the various provinces. This

[31] The low completion rate in Sarnia can be largely attributed to the fact that the program is relatively new (1964) and that at the time of the survey a large percentage of the total enrollment were in the latter stages of training and presumably would complete the course.

[33] In the form Program 5 statistics are collected from the various centers at present, the only way of calculating completion rates is to express the discontinueds (or completions) as a percentage of total enrollment.

[33] The federal Department of Labour does not publish statistics on the completion records in the ten provinces.

TABLE III-19
PERCENTAGE ANALYSIS OF TRAINEES
COURSE COMPLETION RECORD
(All years of Program operation)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Completed....	66%	53%	39%	45%	64%	66%
Discontinued	31	37	51	46	28	31
Other.....	3	10	10	9	8	3
Base Numbers	132	180	137	122	98	126

The analysis in this table is based on those respondents who had left training. Therefore, the difference between the base numbers used in this table and the base numbers of total respondents in each city, is represented by those respondents who were still in training (and who would have neither completed nor discontinued at the time of the survey).

would also be true of comparisons with other countries.[34]

In any event it would be misleading to judge the effectiveness of Program 5 solely on completion records. In many cases trainees discontinue training because they obtain employment. Even though these persons do not complete their training, it is quite likely that the program has assisted them in securing a job. It must also be remembered that some of the people who come to the program have been unemployed for long periods of time and have suffered much hardship, causing feelings of inadequacy and depression. Many of the people have their confidence restored and have been given a "new lease on life". This is one of the attributes of Program 5 which is not yet possible to measure quantitatively.

In summary, the course completion record is only one performance measure of the program's success. It must be viewed together with at least one other pertinent measure of the program's effectiveness—the ability of the program to assist the trainee to obtain and maintain employment following training.

[34] Completions as a percentage of total enrollments of all Institutional Projects carried out under the Manpower Development and Training Act in the United States, showed percentage completions of 76% and 70% for the years 1963 and 1964 respectively. While this gives some insight into the success of retraining programs in the U.S.A. it must be interpreted with care because it represents a nationwide average. Also, MDTA retraining programs are structured somewhat differently than Program 5. *Source:* "Manpower Training and Research", Report of the Secretary of Labour, United States Department of Labour, March, 1965, page 45.

(f) Dropouts From Training

The personal and educational characteristics of students were analysed to determine if any significant differences existed between those who drop out of training and those who complete. Important differences were revealed in the characteristics of age and sex.

Generally speaking a trainee who is in the 18–19 age group has less chance of graduating than a person above 20 years of age. Table III-20 shows that the rate of completion in the under 20 age group is lower than the total for all those who had left training. For example, while 30% of the trainees who had left the program in Ottawa were in the 18–19 age group, only 17% had completed. In the discussion of age earlier in this chapter, it was observed that a large percentage of all trainees in Program 5 were teenagers. When it is seen that teenagers suffer the highest dropout rate, the problems experienced by these trainees come into sharper focus. It appears that the younger trainee has often not matured enough mentally to benefit from training, until he reaches his early twenties. *This factor becomes more important when* it is considered that once a person discontinues Program 5 training he is unlikely to return, feeling that perhaps he has had his "last chance". When this happens to an 18 or 19 year old youth the future for this person becomes bleak. In order to rectify the problem it may be desirable to expand substantially the counselling and screening process for the younger applicant.

The rate of completion begins to improve with the 20–24 age group, especially in the cities of Timmins, Toronto and Welland. The findings do not, however, reveal a consistent pattern. It varies in each city. For example, Ottawa shows the highest completion rate in the 35–44 age group; whereas Timmins has the highest rate of completion in the 20–24 age group.

Men are more likely to discontinue training before completion than women (Table III-21). This can probably be attributed to the fact that men would tend to return to the labour force at a faster rate than females, especially during periods of high employment. Further, married men, especially those with dependents, may be forced to seek employment because of financial pressures.

Over one-half of those who discontinue do so within two months of commencing training. These trainees presumably drop out as a result of not being able to adjust to the training or find that the course was not suited to them. This again points up the need for counselling and close liaison with the trainee during the early stages of his training so that problems can be discovered and corrective measures taken.

Much has been said earlier in this chapter about the need to know as much as possible about the factors which cause trainees to discontinue. To obtain further insight into these factors, trainees were asked to state the reason(s) why they discontinued train-

TABLE III-20
PERCENTAGE ANALYSIS OF TRAINEES
COMPARISON OF AGE BY COMPLETION RECORD
(All Years)

Age Group	Cornwall		Ottawa		Sarnia		Timmins		Toronto		Welland	
	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training
18–19	24%	19%	30%	17%	29%	20%	45%	32%	19%	14%	40%	36%
20–24	28	22	27	31	27	26	19	29	24	32	24	29
25–34	20	21	17	20	20	26	7	2	20	19	16	15
35–44	15	20	14	19	13	19	16	20	18	16	13	13
45–54	10	13	9	12	8	9	8	10	12	10	7	6
55–64	3	5	3	1	3	0	5	7	7	9	0	1
Base Numbers	132		180		137		122		98		126	

TABLE III-21
PERCENTAGE ANALYSIS OF TRAINEES
COMPARISON OF SEX BY COMPLETION RECORD
(All Years)

	Cornwall		Ottawa		Sarnia		Timmins		Toronto		Welland	
	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training
Male	55%	43%	45%	38%	64%	59%	34%	39%	65%	63%	72%	65%
Female	45	57	55	62	36	41	66	61	35	37	28	35

Base Numbers as in Table III-20.

ing. This information is shown in Table III-22.

As would be expected, a large percentage of students leave training because they secure employment. It is difficult to suggest what, if anything, can or should be done to discourage trainees from terminating training for this reason. Some may leave when called back to a job from which they were laid off. Also, in periods of rising employment, trainees are more apt to want to return to the labour force. The proposed revision in the living allowances will undoubtedly decrease the number of trainees who are forced to seek employment solely for financial reasons. There is little doubt that in the long run it is to the advantage of every trainee to complete training, and those who leave to accept employment must be encouraged to remain.

The percentage of persons who attribute their discontinuance to sickness is large. This points to the need for medical examinations before and during training.

The majority of the other reasons shown in Table III-22 can be traced in large part to the fact that trainees either did not obtain adequate counselling and testing before enrolling, or made wrong personal course selection.

Trainee dropouts is one of more important problems facing Program 5 today. It is possible in a survey of this type to obtain some indications of the governing factors but a more accurate analysis could be obtained at the local level at the time the trainee leaves. Perhaps also some of the underlying factors may come to light.[35] This is an area in which all too little work has been done. At present no information is gathered by the provincial or federal governments as to reasons for dropouts. Only a very few coordinators gather such information.

[35] Some of these underlying factors which tend to be forgotten by the trainee with the passage of time are: the hours at which the courses are offered; the type and length of courses; the quality of teaching; the selection process, etc.

To date, the emphasis of Program 5 has been on growth, and the program in this regard has been successful.

IV. Employment Experience Following Training

As has been described earlier, the objective of Program 5 is to provide training for unemployed persons in skills which will allow their entry into or return to the labour force. In the final analysis, therefore, the success of the program must be measured by the ability of its trainees to secure and maintain employment.

Two criteria, phrased here in the form of questions, can be used to determine the effectiveness of Program 5 in this regard. First, is the trainee able to secure employment shortly after the termination of training, and is he able to maintain steady employment thereafter? Second, is the trainee able to obtain employment in his area of training or a closely related area?

Clearly, the first criterion is the most

TABLE III-22
PERCENTAGE ANALYSIS OF TRAINEES
REASONS FOR DISCONTINUING TRAINING

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Secured Employment	29%	18%	40%	26%	20%	39%
Sickness	27	34	25	28	31	14
Course too Difficult	12	8	7	4	3	9
Insufficient Pay	6	11	13	14	9	9
Chose Wrong Course	4	6	4	4	20	12
Didn't Like Course	6	3	8	11	5	9
No Challenge	4	3	0	2	3	4
Other	12	17	3	11	9	4

TABLE III-23
PERCENTAGE ANALYSIS OF TRAINEES
JOB PLACEMENT
(All Years)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Found employment	75%	71%	83%	74%	81%	89%
Not yet employed	13	11	7	15	9	7
Not seeking employment	12	18	10	11	10	4

Base Numbers as in Table III-19

important; however the effectiveness of the program can be best realized if both measures are fulfilled.

(a) Locating Employment

The job placement record for Program 5, for those persons interviewed in the six survey cities, is shown in Table III-23. In these six cities, over 70% of those who had taken training had found employment; in three of the cities this figure exceeded 80%. These findings clearly indicate that the vast majority of Program 5 trainees obtain employment following training.

A factor which must be closely related to this analysis is the length of time it took trainees to find employment. This information is shown in Table III-24.

A significant percentage of trainees secured employment immediately upon leaving the program. Further, at least three-quarters of the trainees, with the exception of those in one city, found employment within one month after training.

Trainees who took longer than one week to locate employment were asked to indicate why they felt that it took as long as it did to secure work. Slightly over one-half stated they had experienced difficulty because either there was no work available for them, the work they desired was not available, or they had insufficient experience to offer employers. These reasons could be attributed to such factors as the availability of jobs within a community, the unwillingness of the trainee to take employment not in his area of training, or the role which the coordinator and the National Employment Service play in the placement of trainees. A further 10% did not secure immediate employment because of sickness. Some trainees voluntarily took time off following training for such things as moving, repairing homes, or vacation and relaxation.

These reasons offered by trainees were very general in nature. Here again is an example of the difficulty in a survey of this type. After the passage of time, trainees find it hard to recall the real reasons for these delays.

The importance of trainee follow-up, although previously discussed, bears mention again. Immediate follow-up is needed to assess trainee job seeking patterns, and to determine exactly the nature of the difficulty experienced by those persons who do not find jobs within a reasonable period. This type of follow-up can best be handled jointly by the program coordinators and the National Employment Service.

In Table III-23, it is noted that of those who had not found employment, approximately as many were not seeking jobs as had unsuccessfully sought employment. The total in both these groups, however, represented only a small percentage of trainees in the sample of all those who had left training.

There were no apparent differences between those who had found employment and those who were still looking. Each group had approximately the same completion-discontinuation ratios. Those who had not found employment had experienced periods of unemployment of anywhere from one week to over six months in roughly the same proportion as shown in Table III-24.

Persons who were not seeking employment fell into three categories; those who married or became pregnant during training and did not seek employment thereafter; those who became sick while on training and had to leave their course; and those who had no intention of seeking employment following training. This latter

TABLE III-24
PERCENTAGE ANALYSIS OF TRAINEES
TIME INVOLVED IN LOCATING EMPLOYMENT
(All Years)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Employed Immediately	28%	40%	47%	53%	47%	51%
Within one week	6	10	13	6	17	9
Between 1 and 4 weeks	23	25	16	16	18	16
Between 1 and 3 months	17	13	15	13	7	13
Between 3 and 6 months	13	9	5	6	7	5
Over 6 months	13	3	4	6	4	6
Base Numbers	99	128	114	90	79	112

TABLE III-25
PERCENTAGE ANALYSIS OF TRAINEES
SOURCES THROUGH WHICH EMPLOYMENT OBTAINED
(First job after training)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
N.E.S. Offices	40%	27%	26%	16%	14%	21%
Applied Directly*	26	27	30	44	21	23
From a Friend	27	25	29	24	16	42
Newspaper Ad	1	12	6	7	18	8
Other (Union, Coordinator)	6	9	9	9	31	6

Base Numbers as in Table III-24.

* Applied directly at a plant, office, or factory.

group was represented by only a small number of trainees. It can be concluded, therefore, that a possible problem area for the program, alluded to earlier—that of housewives taking training with no intention of seeking employment—can now be largely discounted.

In connection with Table III-24, one final point warrants mention. At present a trainee's accumulated unemployment insurance benefits are used to provide a portion of his weekly living allowance while he is on course. If these benefits are exhausted, the trainee's living allowances are subsidized fully by federal-provincial funds granted for this purpose. The point is that if a trainee experiences a period of unemployment following training, and Table III-24 indicates that some do, the trainee cannot always rely on unemployment insurance to help finance his unemployment.

The proposed new living allowance regulation contains a provision to correct this problem. A trainee's accumulated unemployment insurance benefits would be frozen during his training period and made available again following training for use, if necessary, until employment is secured. While this revision will be most welcome, it is disturbing to note that this problem has been known for four years and it is only at this time that it is being corrected. If Program 5 is to be at all effective, problems of this nature should receive prompt attention.

(b) Job Seeking Patterns

The placement process for Program 5 trainees is at present poorly defined. While the National Employment Service has a definite policy with respect to enrollment, no clear policy exists regarding post-course placement.[36] As a result, N.E.S. involvement in the placement process varies from city to city depending to a large extent on the interest taken by the local N.E.S. offices. In some centers the N.E.S. office actively participates in assisting trainees to secure employment; in other centers they are treated only on the same basis as other unemployed persons. Also, because of what has often been termed the N.E.S. "image problem", it is evident that some trainees refuse to make use of the facilities of the Service. Both of these factors unfortunately tend to lower the use made of the N.E.S. services.

Trainees were asked how they had heard about their first job; the results of which are shown in Table III-25.

Well over one-half of the trainees had either applied directly at the place of business of employers, or they had heard about their job through a friend, who had possibly already taken training and was employed.

Some persons may feel that the method of seeking employment is not of great significance as long as trainees find jobs. However it appears clear that if the role of the N.E.S. in the placement of Program 5 trainees was more clearly defined both centrally and in the local offices, then the Service could provide better assistance in helping trainees secure the kind of employment for which they were trained, especially those who experience unemployment following training.

[36] This topic is dealt with in detail in Chapters II and IV.

TABLE III-26
PERCENTAGE ANALYSIS OF TRAINEES
TIME EMPLOYED SINCE TAKING FIRST JOB

Percentage of Time	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
100% employed—one job	45%	59%	45%	52%	40%	49%
100% 2 or more jobs*	25	19	30	18	34	32
90% to 99% employed	15	4	6	2	8	5
80% to 89% employed	3	6	10	5	5	3
Less than 80% employed	12	12	9	23	13	11

Base Numbers as in Table III-24.

* Unemployed only for a few days between jobs.

TABLE III-27
PERCENTAGE ANALYSIS OF TRAINEES
EMPLOYMENT—COMPLETIONS AND DISCONTINUED

	Cornwall		Ottawa		Sarnia		Timmins		Toronto		Welland	
	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training
Steadily employed in one job.....	45%	52%	59%	70%	45%	56%	52%	62%	39%	43%	49%	52%
Base Numbers	45		76		51		47		32		55	

(c) Maintaining Employment

Not only are the majority of Program 5 trainees able to locate employment following training but they are able to remain employed. Table III-26 shows a percentage analysis of the time trainees have been employed since starting their first job.[37]

Over 40% of the trainees in all cities have been fully employed since taking their first job. Further, the fact that over 70% of the trainees had been employed continuously (excepting a few days due to job changes for some) since first taking employment, stands well as a measure of the success of the program. In some cities, such as Ottawa and Welland, this figure is much higher than 70%.

[37] An analysis of the employment experience of all trainees, in terms of duration of employment since commencing the first job, is difficult to make on a comparative basis because trainees have left training at various times during the program's four year history. It was felt that the most meaningful comparison could be made by examining the employment experience of each trainee and calculating the percentage of time he had been employed since taking his first job. It must be remembered, however, that a trainee who completes training in 1962 and is employed appears in the same group as a person who graduated in 1965 and has been employed 100% of the time since leaving training.

Therefore, it can be said that the first measurement criteria, that of securing and maintaining employment, has been satisfactorily achieved based on the results of the trainees interviewed in the six survey cities.

There is a significant difference between the employment records of those who complete their course and those who discontinue, particularly those who have been steadily employed in one job (Table III-27). For example, in Timmins 62% of those trainees who completed training were steadily employed in one job, as opposed to an average of 52% of all trainees. This illustrates that the trainees who complete their course are more likely to enjoy permanent employment than those who discontinued.

In connection with job changes, it is noted that approximately 50% of the trainees have changed jobs at least once since taking employment following training. Table III-28 presents an analysis of the number of jobs held by trainees. The fact that trainees do change jobs in no way reflects upon the trainees or the training. In periods of high employment it is not unusual for a person to change jobs, particularly if he can improve his position. Reasons for job changes will be analysed later.

The findings also indicated that job changes among those who had discontinued training occurred more frequently than for those who had completed training.

(d) Employment Experience — Initial Job

At this point two meaningful observations can be drawn from an analysis of different aspects of the trainees' initial job following training. The most significant relate to the occupational groupings of the trainees before and after training, and whether or not trainees felt their initial job was in line with their training.

(1) Occupational Classification

Although a detailed study of occupational patterns of trainees before and after training was not within the framework of this presentation, it was felt that it would be useful to examine the occupational classifications of the trainees in each of the six cities both before training and after

TABLE III-28
PERCENTAGE ANALYSIS OF TRAINEES
NUMBER OF JOBS HELD SINCE TRAINING

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
One (original) job.....	45%	59%	45%	52%	39%	49%
Two jobs.....	29	20	32	27	35	20
Three jobs.....	14	15	16	15	17	20
Four jobs or more.....	12	6	7	6	9	11

Base Numbers as in Table III-24.

TABLE III-29
PERCENTAGE ANALYSIS OF TRAINEES
OCCUPATIONAL CLASSIFICATIONS

	Cornwall		Ottawa		Sarnia		Timmins		Toronto		Welland	
	BT	AT	BT	AT	BT	AT	BT	AT	BT	AT	BT	AT
	%	%	%	%	%	%	%	%	%	%	%	%
Professional, Technical....	1	0	4	4	1	1	0	5	9	8	1	1
Clerical.....	9	18	31	46	5	13	17	27	15	38	10	16
Sales.....	8	13	10	14	6	8	8	10	3	1	3	5
Service, Recreation	7	13	10	14	15	13	13	14	9	9	3	5
Transportation	4	4	7	7	7	10	6	6	5	9	3	4
Mining, Farm, etc...	6	4	1	2	0	0	11	14	4	0	1	0
Craftsmen, Production....	28	43	19	8	25	26	5	10	35	30	17	56
Labourers.....	16	4	3	6	34	25	9	3	10	5	42	13
Not Stated.....	21	1	15	0	7	4	31	11	10	0	20	0

Base Numbers as in Table III-24.

The broad classifications in this table are those used in the 1961 Census of Canada.

training, to determine if there had been any significant changes within the broad classifications. Trainees were classified according to what they considered to be their main occupation before training and likewise after training. Comparisons of these classifications are shown in Table III-29.

A significant aspect of this table is the shift in occupational classifications that took place in the "Labourers" and "Not Stated" categories. Before training (BT), a large percentage of trainees indicated that they had no main occupation (Not Stated). The shift out of this category indicates that trainees are leaving their courses with a skill which they consider to be their main occupation. The fact that these trainees, after training (AT), can now identify with an occupation is important. The same is true to a lesser extent in the shift away from the "Labourer" classification.

Of equal significance is the shift into certain occupational classifications. This is most prominently seen in the "Clerical" category. This shift can be attributed to the shortage of clerical workers as well as the fact that almost all Program 5 centers offer one or more clerical type courses.

Other shifts relate more to local program structures. For example in Welland a significant percentage of trainees shift into the "Craftsmen, Production" category because a large number of trainees took the machine shop and welding courses in that city.

This analysis once again brings to light the need to have more accurate information available at the community level to indicate where job shortages exist so that courses can be designed to meet the needs. At present the decision to offer or continue a course in a community is based more on short term indications of the "feel" for the need for workers in specific trades, than long range accurately determined indications.

(2) Job In Line With Training

The second criterion of measurement of Program 5 effectiveness, as outlined earlier, was the ability of trainees to obtain employment in their area of training. To obtain an indication of the degree to which this criterion was achieved, trainees were asked to

TABLE III-30
PERCENTAGE ANALYSIS OF TRAINEES
INITIAL JOBS IN AREA OF TRAINING

	Cornwall		Ottawa		Sarnia		Timmins		Toronto		Welland	
	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training	Total Trainees	Completed Training
Job in Line....	43%	50%	46%	70%	24%	39%	41%	57%	57%	74%	53%	67%

Base Numbers as in Table III-24

TABLE III-31
PERCENTAGE ANALYSIS OF TRAINEES
REASONS FOR LEAVING INITIAL JOB

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Job ceased to exist	22%	25%	24%	13%	17%	7%
Laid off work	27	12	26	16	11	37
Received better offer	18	10	25	9	21	28
Personal reasons	11	19	2	15	10	12
Desired better job	9	3	6	7	6	0
Conditions unsatisfactory	4	19	2	7	23	5
Illness	0	0	3	7	6	7
Not suited for job	4	0	2	9	5	0
Not stated	0	0	2	13	0	2
Other	5	12	8	4	1	2
Base Numbers	56	52	63	44	48	58

indicate whether or not they felt their initial job was in the area of their training. The response to this question indicates that in four of the six cities less than half of all trainees felt that they had obtained jobs in their area of training (Table III-30). However, the table also indicates that the chances of obtaining a job in line with training is much greater for someone who completes his course.

The fact that more trainees did not feel they had obtained work in line with training can most likely be attributed to the high percentage of trainees who left training after completing only one course, which was, in the majority of cases, a basic training course. The fact is, however, that in these instances the trainee increased his level of basic education, and although this could not be readily used initially in employment, the success of further in-plant training will be aided by the amount of basic education thus gained. One further factor which possibly contributed to the low percentages shown in Table III-30 is the failure of trainees to make better use of the National Employment Service in seeking employment.

(e) Employment Experience: Subsequent Jobs

As was shown in Table III-28, approximately 50% of all trainees had changed jobs at least once since training. These trainees were asked to outline their reason for leaving their first job and to indicate whether or not they received immediately subsequent employment.

Table III-31 shows that trainees offered a variety of reasons for leaving their initial job following training. The first two reasons can be considered involuntary in that the trainees concerned were forced out of their jobs. The balance of reasons, with the exception of sickness, can be considered voluntary reasons for shifting jobs. In periods of high employment it is not unusual for a person to change jobs. There were indications that persons who had discontinued training were more likely to leave their jobs because either their job ceased to exist or they had been laid off. Conversely, a slightly higher percentage of trainees who had completed training said that a better job offer was the reason they had switched jobs.

Table III-32 shows that as a result of an initial job change following training, some trainees experienced a period of unemployment before securing their next job. Also a percentage of the trainees had not yet found employment at the tine of being interviewed.

Periods of unemployment, as would be expected, were experienced more by trainees who gave involuntary reasons for leaving their former jobs. On the average these persons were out of work from two to four months. No meaningful conclusions could be drawn from the "not yet employed" group because, while the percentages appear relatively large, the numbers in this group are small.

(f) Summary

The great majority of Program 5 trainees find employment following training. Some trainees do experience difficulty in locating employment; however three-quarters of those who did not find work immediately had secured a job within a month of training. It was difficult in this survey to determine causes of such delays in locating employment. This points to the need for

TABLE III-32
PERCENTAGE ANALYSIS OF TRAINEES
LOCATING SUBSEQUENT EMPLOYMENT

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Located immediately	28%	38%	36%	12%	45%	58%
Period of unemployment	44	33	42	49	40	26
Not yet employed	28	29	22	39	15	16

Base Numbers as in Table III-31.

the follow-up of trainees once they leave training.

The employment record of Program 5 trainees is commendable. Over 40% of all trainees had been employed in one job since completing training. Approximately 70% of all trainees had been continuously employed with the exception of a few days off between jobs. Those who complete training tend to enjoy permanent employment to a larger degree than do those who discontinue training before completion.

While trainees have experienced difficulty in obtaining employment in their areas of training, this is true more among those who discontinue than for those who complete their courses. Moreover many trainees leave the program with only a basic training course which is not directly related to a specific job. Such basic training is, however, of assistance in in-plant training programs.

V. Other Information

Throughout Chapter III the emphasis has been on presenting the most significant findings of the Program 5 trainee interviews. These have been presented by way of examining the trainee before, during, and after training. There remains three interesting observations to be made about the trainee. They concern trainee attitudes and impressions of Program 5; mobility characteristics of the trainees; and an appraisal of the problem of physical disability among trainees.

(a) Trainee Attitudes and Impressions

There is little doubt that the majority of Program 5 trainees were favourably impressed with their training. This observation is made both from an analysis of direct questions asked of trainees and from comments volunteered at the conclusion of the interviews.

In all six survey cities approximately 90% of all trainees reported that they would take Program 5 if they were starting over again. These people feel that they have definitely benefitted from the training, and that their decision to take training was a good one. In this regard it is interesting to note that 80% of the trainees in each city would like to obtain more training so that they could advance themselves. A higher percentage reported this inclination (approximately 80%) among those who were still in their original job than among those who had changed jobs (approximately 72%). Whether or not these persons would actually avail themselves of training if the opportunity arose is difficult to say. However, well over 80% of both groups commented that they would be prepared to go to night school to obtain this training.

Eighty-five percent of the trainees felt that the quality of the teaching, materials, and equipment was either "excellent" or "good".

Trainees generally spoke highly of the program itself. Many were very satisfied with the courses, and were thankful that they had been given a second chance at education. One trainee commented: "This program is doing a marvelous job for those people who were foolish enough to drop out of regular school". Other comments were of a similar complimentary nature.

While trainees spoke highly of the program, they also had a number of constructive suggestions for improving training. By far the most frequent was the need for better screening of applicants to keep out those people who were not interested in learning. Trainees felt that there were too many students who were there "just to get off the streets", or who were there "just for the money". Such persons distracted and wasted the time of those who were there to learn. Some suggested an enforced probationary period for new trainees.

Other suggestions made by trainees included: the need for increased living allowances, particularly for married persons with dependents; the need to educate employers about the program so that they will more readily accept training certificates; the need in some centers for a more mature attitude towards adults; the need for proper facilities to get away from the use of high schools and night classes; and the need for a better job placement program.

(b) Mobility Characteristics

There is much concern today about the need to increase the mobility of the labour force in areas where labour surpluses and shortages occur. There is also interest in the role that government financial assistance plays in encouraging a person to relocate. The trainees in the survey were asked a number of questions concerning mobility. First, a series of questions were asked of all trainees who had been unemployed prior to taking training. Second, a number of questions were asked of all trainees (both those still in training and those who had left the courses) about their current feelings about mobility.

Table III-33 shows the results of the question which asked trainees if they had looked for employment in another community during a period of unemployment. The percentages vary significantly among the six cities. Trainees in Cornwall, for example, were more likely to look for employment outside their home municipality than were trainees in Toronto. Such a difference may be expected. The unemployed would normally consider the chances of securing a job in Toronto better than those in a smaller city, such as Cornwall, and therefore they would not be as prone to look elsewhere.

In general, however, a large majority of the unemployed in these six centers said they would rather remain at home during periods of unemployment than look for alternate employment opportunities elsewhere. Persons who stated that they had not looked elsewhere gave family ties and having established roots in the area as the primary reasons. A secondary reason was uncertainty about moving. Personal financial considerations were not considered to be of paramount importance in deciding not to move.

It appears, therefore, that these people, in spite of unemployment, want to remain in their home cities. It is questionable whether financial assistance is, of itself, a sufficient motivator for many of the jobless. During unemployment a person can become unsure of himself and his future, and relocation might well add to the uncertainty already being experienced.

TABLE III-33
PERCENTAGE ANALYSIS OF TRAINEES
THOSE LOOKING FOR EMPLOYMENT IN ANOTHER CITY
DURING UNEMPLOYMENT

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Had looked..	38%	18%	33%	24%	15%	42%
Had not looked.....	62	82	67	76	85	58
Base Numbers	105	174	138	143	82	133

All trainees were asked a somewhat different series of questions about their mobility. They were asked if they would consider moving to another city if they were offered a specific suitable job. The results are shown below in Table III-34. A decidedly larger percentage of trainees commented that they would, under these circumstances, consider moving. It appears, therefore, that persons are more likely to consider relocating when they are employed or in training than when they are unemployed. Whether these people would actually move if presented with an offer is, of course, another question.

When asked if they felt that they might change their decision (as reported in Table III-34) if all transportation costs in moving were paid for by the government, anywhere from 32% to 57% of the respondents said that it would make a difference in their decisions.[38] This indicates that mobility financial assistance can be a useful motivator in encouraging people to relocate and also lends support to the desirability of training people in their home town, restoring their confidence and assisting them in obtaining skills, and then encouraging them to move to areas where those skills can be better used.

(c) Physical Disability

All trainees were asked if they had any physical disabilities which might impair their job performance. The finding was that physical disability does not appear to be a significant problem with Program 5 trainees in the six survey cities. In no one center did the percentage of those with such disabilities exceed 12%.[39] The types of disability most prevalent were either defects to the ear or eye, or loss of (or injury to) limbs. Only one-half of this group stated that their disability caused some difficulty during training.

[38] The actual percentages were: Cornwall, 46%; Ottawa, 32%; Sarnia, 48%; Timmins, 57%; Toronto, 45%; Welland, 42%. Under the recently instituted federal Manpower Mobility Program, trainees completing courses are given preferential treatment in qualifying for grants.

[39] The actual percentages were: Cornwall, Ottawa, Sarnia, 12%; Toronto, 11%; Timmins, 10%; and Welland, 8%.

TABLE III-34
PERCENTAGE ANALYSIS OF TRAINEES
INTEREST IN LOCATING ELSEWHERE
(Total Sample)

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Would consider....	54%	58%	73%	63%	65%	68%
Would not consider....	46	42	27	37	35	32

CHAPTER IV

The Program Process: Induction, Training and Placement

ESSENTIALLY there are three parts to the Program 5 process: induction, training and placement. Each part, to be effective, requires a definition and understanding of both trainee and employer needs and close coordination of the program process with the federal, provincial and local agencies which form a vital part of the total program. Information for this chapter came as a result of interviews with coordinators, N.E.S. officers and others directly concerned with Program 5.

I. The Induction Process

The induction process varies from center to center depending on size, location, the N.E.S.-coordinator relationship, and the objectives of the school board and the coordinator. In some centers enrollment is actively promoted. Others, notably those using part time staffs, fill some standard courses but often do little to determine or fill specific local training needs in the community. In some centers the induction process is seriously hampered by the limited number of courses offered.

(a) Role of the National Employment Service

Under the provisions of the Technical and Vocational Training Agreement all persons considered for Program 5 must be registered with the N.E.S. as unemployed. Typically, the potential trainee enters in one of two ways: first, he may have to come to the N.E.S. office to specifically request Program 5 and is sent to the designated N.E.S. officer for the program or he may have come seeking employment and, because he cannot qualify for existing openings, he is directed to the designated N.E.S. officer to enquire about available training.

The officer interviews the prospective trainee, reviews his background, (testing is not yet in general use) and fills out the necessary enrollment forms, complete with a recommendation for entry and course. This form is forwarded to the program coordinator and the prospective trainee is instructed to report to the training center on the course starting date.

Several important problems exist in the relationship of the N.E.S. to the program. Since it is handled on a local basis, interest varies widely. Often the degree of interest reflects the problem of inadequate staffing within the Service to provide this and many other programs with the attention required. Some N.E.S. officers appear to be inadequately informed on course availability.

From the N.E.S. standpoint, the program poses some problems which, if cleared up, could greatly facilitate the induction process. The proliferation of programs and the high requirement for employable labour impose conflicting demands and, as yet, the guidelines for placing a person in training (Program 4, Program 5, etc.) or in a job are not well drawn. Often general arrangements made between the provincial authorities and the N.E.S. Regional office are difficult to carry out locally because the coordinator views these activities as detrimental to local needs. His autonomy is not shared by the designated officer[1] and exceptions are somewhat more difficult to handle at the N.E.S.

(b) Testing, Counselling and Interviewing

This aspect of the induction process varies so markedly that it is difficult to generalize. In Toronto, for example, testing, counselling and preliminary interviewing are done at a special office. (See Chapter VI: Testing and Counselling). In most of the smaller communities, only N.E.S. and coordinator interviews are conducted. In some other locations the coordinators make some limited use of secondary school guidance personnel or are themselves interested and, to varying degrees, qualified to do some counselling.

Elsewhere, on an experimental basis, the National Employment Service is investigating some possible applications of testing. However, it is not yet a major factor in the Program 5 induction process. There is a strong feeling in some of the medium to small centers that an interview process which probes the educational and work backgrounds of prospective trainees is quite adequate for most applicants. Only a few centers use testing to any extent, while on the other hand, counselling and interviewing are carried on by almost every coordinator or by a person whom he designates. Some centers have made use of the Toronto facilities but again this is limited.

Basically, testing-counselling-interviewing serves five useful pruposes, only three of which are related to the induction process. They are:

1. Assistance in determining suitability of the applicant to the educational process of the program.
2. Determination of entry level into program.
3. Assistance in determining suitability of applicant to a specific course offering.

In addition, testing-counselling-interviewing is useful in understanding and dealing with student problems while on course and it is also useful in the placement process.

Thus far the effectiveness of testing and counselling has not been measured. In fact its role in the program has not been well defined although there is a growing demand for its expansion. Extreme caution must be exercised by the Branch in expanding testing and counselling services. It requires competent trained personnel. Much of its potential effectiveness is, however, destroyed when it is viewed as a panacea for program problems.

(c) Promotion and Public Relations

Program promotional activities follow no set pattern. Often, because of the program's physical arrangement, the promotion duties of the coordinator represent a significant portion of his job. In most large programs the coordinators spend upwards of 30% of their time promoting the program. In other centers, promotion makes up a very small part of their work load.

To attract prospective trainees Program 5's promotion and advertising is done in several ways. Advertisements of proposed

[1] The term "designated officer" is used by the N.E.S. and the program coordinators to refer to the N.E.S. officer responsible for enrolling trainees into Program 5.

course offerings are placed in newspapers prior to the inception of a new course. Most advertisements follow an approved format which specifies courses offered, starting date, location, place of registration, conditions of entry and, sometimes, program benefits. Also, on a continuing basis, the coordinator provides placards and brochures for use by the N.E.S. and, on occasion, mailing pieces for distribution to lists of registered unemployed persons.

In many communities public service broadcasts on which the N.E.S. publicizes job openings afford an opportunity for the promotion of the training program.

Coordinators are able to use similar broadcasts of their own, on both radio and television, to spread program information. Newspaper editorials and human interest stories often give the program far more space than that obtained from the limited advertising budgets. This is particularly true where the coordinator is prepared to assist the news media. Trainee success stories, program graduations and new course offerings often lead to good exposure although it would appear that the present accepted approach relies far too heavily on donated publicity. Where it is not forthcoming, the program often goes largely unpublicized. Apart from advertising, the bulk of the promotion is left up to the coordinator. Beyond the regular advertising channels, many coordinators speak to service clubs and special interest groups to further publicize the program. Full time coordinators can and usually do spend considerable time on promotion activity, while centers having only part time coordinators appear to suffer from a lack of effective promotion.

(d) Problems of Induction

A number of serious problems exist in the induction process of Program 5 and, while some are regional, most affect the program across the province. Many of these problems stem from inconsistent practices and still others arise as a result of unclear and poorly stated program objectives.

Lack of clear-cut federal policy on manpower development puts Program 5 and other federally supported programs into potential competition with each other. While the job placement service of N.E.S. is given top priority, the function of referring unemployed persons to training should be no less important.

The understandable desire of local boards of education to fill up courses at certain times of the year, while defensible on economic grounds, on occasion tends to take too much precedence over trainee needs. This problem is, of course, intensified in programs which operate only during the school year.

To further complicate the referral process, Program 5 activities are now competing in some areas with both Program 4 (Training in Cooperation with Industry) and Program 5's "On-the-Job Training". Lacking specific criteria for allocation, N.E.S. finds itself in a most difficult position.

In most of the larger N.E.S. offices the placement officers and the designated or special services officers are different people. If a prospective trainee goes to a placement officer and there is a job opening for which he is qualified, Program 5 does not become one of the alternatives. If, on the other hand, the person seeking training goes to a special services officer, he may, following counselling, be placed in any one of the various training programs or be referred to the placement officer for an immediate job opening. When, as in the smaller offices, the one person performs all tasks, the full history of each person has a better chance of being examined.

Clearly the part that Program 5 plays in the total service of the N.E.S. has not been explicitly stated. Rather it is too often an "add on" and many of those selected for training could well be placed in employment and vice versa. N.E.S. interest, and more specifically, the interest of the interviewing officer for Program 5, may determine who enters since the N.E.S. has so far had only limited facilities for effectively determining trainee need and capacity for the training.

Some of the problems which confront the N.E.S. stem from inadequate two-way communications with the program administrators. In some cases, the designated officer lacks up-to-date information on what is available under the program, or where it is available. More significant, when entry is limited to two or three times during this academic period, it is particularly difficult to convince those, even in the direst of need, that they should wait for the next enrollment date. In the view of the persons involved, such a request is unrealistic.

When the program was established in 1960, the N.E.S. was given only a small role in the referral process. Apparently the Service was never staffed to handle this job. The N.E.S., by its own admission, lacks personnel in many centers qualified to recommend course choices for prospective trainees. Yet its job in the program specifies that its personnel do make such recommendations. Also where the designated officer is not convinced that training will help a prospective trainee he may direct him away from the program. How many of these decisions take place is difficult to say since no records are kept. However the fact that such decisions may be made by persons lacking the qualifications for testing or counselling does raise serious questions about this aspect of the induction process.

The number of courses offered in a center puts an additional stress on the N.E.S. officer. Although, in theory, he may refer trainees to other centers, this alternative is not always acceptable to the trainee. The designated officer must then refer the trainee to a course which may not be suitable, or not refer him at all.

Another major problem of induction is encountered in reaching the unemployed. Many unemployed persons, for one reason or another, are not registered for employment at the N.E.S., and have little or no occasion to make regular visits to the N.E.S. offices after their Unemployment Insurance benefits have elapsed. Normal channels of program promotion do not appear particularly effective in contacting this group. Nor does the N.E.S., as matter of policy, continuously review "problem" job applicant histories to seek out desirable trainees.

The induction process is hampered in its day to day operations by the two concepts of organization used by the National Employment Service and the Department of Education. The Department of Education has chosen to decentralize its operation of Program 5 providing the coordinators with maximum flexibility at the local level. On the other hand, the Unemployment Insurance Commission and to a lesser degree the National Employment Service, operates on a centralized policy basis and the time required for other than routine decisions (and there are many in this program) is considerably greater than that required by the coordinator. This process causes considerable frustration for both parties and often leaves some N.E.S. designated officers feeling that their part in the program is minimal. Regional difficulties further complicate this problem. The Northwestern Ontario centers in Program 5 must use the Winnipeg Regional office of the N.E.S. At least one center does not have access to a local N.E.S. office and another, Toronto[2],

[2] Toronto can now be considered one center in view of its use of the Adult Counselling Center as an induction point for the whole program in that area.

must deal with several N.E.S. offices each with a varying degree of commitment and involvement in the program.

Program promotion in the area of attracting students has been stilted and unattractive. Formal advertisements do little to attract attention, are stereotyped, lack imagination and play up the role of the governments offering the training rather than the many advantages of taking the training. The reluctance to include living allowances and to promote the program on the basis of all of its benefits should be altered and considerable effort made to produce promotion which will appeal to those who need and can qualify for training.

II. The Training Process

The training process consists basically of four parts; the facility, curriculum (and teaching), certification and administrative services.

(a) Facilities

Facilities in most program centers fall into one of two broad categories. A few centers have separate facilities for Program 5 training while most operate at night in secondary school facilities. Some of those operating night programs revert to day school during the summer. In a few centers a combination of separate and secondary school facilities is used and included in the separate facilities of some centers is the use of private plants and special facilities[3].

The larger programs have developed separate facilities to provide a broad range of course offerings for the unemployed. By operating approximately 15 hours a day the center can attract persons who cannot, for family, financial and other reasons, attend courses during the day (or evening). These centers can be designed and operated to serve the adult student. The coordinator, usually full time, tends to be involved in a wide range of duties, including administrative responsibilities, program promotion and community relations. Depending on the coordinator's background he may do some teaching but this is limited. Usually the teaching staff is full time and the center offers a number of special services.

Operating the program in secondary school facilities usually results in a slightly different program format. All classes are held after the regular daily school program is finished, except during the summer. Skill and vocational course offerings are limited by existing facilities. These centers generally adhere to school rules ignoring the different needs of adult students, although this is not universally true. Such programs are usually staffed with part time teachers from the day school. The coordinator is often also part-time and may have day school responsibilities as well as teaching responsibilities in Program 5.

(b) Curriculum

While the program in Ontario offers a curriculum which lists over 70 courses seldom are more than 35 of the listed courses offered at any one time. Many have been approved for offering but fail to attract sufficient interest to justify being taught. A number have not been offered in some time. For the most part, a relatively few courses represent a large percentage of the enrollment and recent course additions have been negligible. (See Chapter III).

Since its inception basic training for skill development has grown rapidly in most centers, reflecting a major need of those entering the program. In many centers basic training for skill development is taught as one course with all grades included. In other centers, grades 7, 8, 9 and 10 are taught separately. In some centers it is now possible to obtain a grade 12 standing in mathematics, English and science. In a few it is possible to obtain the equivalent of a four year vocational standing through Program 5. Course outlines, while they exist, are not always kept up to date, and because of the decentralized approach in Ontario, course differences from center to center are significant.

Without question the program serves a wide spectrum of the unemployed. It is hampered, however, by the obvious lack in many centers of courses aimed at training the so called "hard core", illiterate unemployed groups. Changes in entrance requirements have taken place. Some centers have added courses for this group. But the Department of Education and the Program 5 centers have been slow to fill this need even in the face of overwhelming evidence[4] that this group, in the unemployed spectrum, is large and in dire need of training.

(c) Certification

Certification of Program 5 trainees takes a number of forms. Certificates given to those who successfully complete their training often list the course, subjects taken, and, in some cases, the proficiency achieved. Special certificates are given for merit and above average standing. In addition, the student may receive a certificate of equivalent standing from the Department of Education indicating that he or she has obtained recognition of equivalent secondary standing in the subjects of English and mathematics and, in some cases, science. These are recognized as equivalent to similar subject offerings made under the four-year vocational program in the secondary schools. For those students completing only some of the subjects they have taken, letters of standing are issued. In some cases these letters list all subjects taken while in the majority—and they are not used by all centers—only those subjects completed are listed.

In addition a few centers offer small wallet cards and other forms of certification to indicate that the trainee has successfully completed the program of training. Unfortunately the forms of certification offered by Program 5 vary from center to center and generally tend to complicate the mobility potential of the student upon graduation. Too often employers are confronted with a wide variety of certificates for similar subjects ostensibly taken under the same program. This problem, in conjunction with the wide variety of standards represented by these certificates, makes it difficult for many students to use the certificate as the strong recommendation it might be were the program standards more consistent.

(d) Administrative Services

A wide variety of administrative services exist under the program. Typically, the larger centers offer a more extensive range of services, but certain services necessary to the operation are carried out in all centers. Under the category of necessary services falls items such as enrollment, administration of training allowances, program promotion, internal administration, liaison with other agencies and placement. Special services include testing, counselling, social, and medical or health services undertaken within the center.

These services are directed at assisting the student to cope with the problems he will encounter during the training process. In addition, they are aimed at keeping the student on course and motivating him to

---

[3] Some centers use private business facilities for "on-the-job" training while other centers have leased special facilities for power sewing courses, etc. Also, some private schools are used for clerical and commercial courses.

[4] During the period 1958–1961 (September) the number of unemployed seeking work for more than 6 months exceeded 17% of the total unemployed. For the same month (1962–63) this group represented 19.4%. Source: D.B.S., The Labour Force.

achieve to his limit. Many of the students entering Program 5 have emotional problems and such services are often vital if the program is to serve effectively the wide spectrum of the unemployed. These services may be particularly significant if training the "hard core" unemployed is to be a continuing or increasing part of the planned program.

Many centers find it necessary to offer health and medical services.[5] Most of them, however, rely on the municipal and provincial health services. Some centers have access to part-time nurses while a few of the larger centers make use of a full-time nurse. The reluctance of some centers to obtain part or full-time health service personnel apparently stems from three reasons. First, many coordinators, or boards, feel that the local or provincial health services provide adequate coverage. Second, the temporary nature of Program 5 precludes the provision of full-time employees for health services in many centers even though the cost of such services would be approved under the Agreement. Third, such qualified personnel is in short supply.

In Toronto, both at the Jones Avenue Adult Retraining Center and the Adult Counselling Center, considerable time is spent on "social work" counselling. It is aimed at making the trainee's assimilation into the training process as smooth as possible while removing external pressures which may interfere with the trainee's achievement.

In most centers both the administration and the execution of special services falls squarely in the domain of the coordinator. And, as might be expected, many coordinators lack both the time and training to carry out effectively the many demands placed upon them by the multitude of problems brought to the program by the unemployed trainee. These services, program administration (induction, employment, promotion) and in some cases teaching, often mean that the coordinator must spread himself so thin in many areas that necessary program requirements go unattended. While the program's growth does not clearly reflect this inadequacy, it is evident that many people in need of training are lost from the program and, as important, many others are not attracted into it.

Essential to the program are the many basic administrative jobs necessary to its continuing operation. These occupy a large amount of the coordinator's time in most centers.

Students are paid every two weeks after an initial waiting period of 28 days.[6] Some problems used to exist in the timing of payments but changes at the Branch have corrected this situation. Because of this waiting period, a number of centers have established loan funds to aid students in need. Also many coordinators play an active part in assisting the trainee to settle or postpone existing debts, in negotiating temporary housing, in forestalling eviction and assisting in the solution of other problems which affect the student's chances of completing the course.

Travel allowances, paid after the fact, may prevent students in outlying areas from having access to the center. Failure of the present schedule of rates to recognize differences in family size poses hardships for those of the unemployed with large families. The acquisition of legal documents to prove marital and family status, etc., often puts an undue strain on the trainee's finances. All of these problems require considerable attention from the coordinator on a daily basis. Most coordinators felt that the existing allowance structure would be adequate with only selective changes. Across the board increases should be carefully weighed, for while such increases correct the problems of one group the same increases may pose problems elsewhere.

(a) Problems in the Training Process

The problems in the Program 5 training process are many and varied. What is typical in one center can be and often is atypical in others.

Inadequate selection and counselling techniques result in students being placed in courses for which they lack both the prerequisites and the interest to complete. Lack of proper motivation (recognition of motivational needs) prevents some from acquiring the education once in the course. In many centers both the presentation and the atmosphere falls short of that required for adult training.

Many students, on arrival at the center, are ill-prepared to enter into the educational experience which confronts them. They must first be motivated and trained in some of the basic habits and practices necessary for both effective attendance and later employment. Often these problems receive inadequate attention from both the coordinators and the instructors who operate on the assumption that education is a desirable experience and expect the trainee to share this belief.

Many trainees leave the course, and others refuse to enter, because the training offered parallels that to which they have been subjected in secondary school and have previously rejected. Too often the training process strives to emulate the secondary school system. And, while there is some merit in this objective, Program 5 cannot help but suffer by comparison. More importantly, because of this "secondary school" approach, many prospective adult trainees become discouraged and leave while others do not see the program as a useful alternative to their status of unemployment.

There is indication that some course offerings bear little resemblance to the community's employer needs unless, of course, it can be assumed that because the high schools offer similar courses they are, in fact, representative of community needs. Many courses appear to be offered primarily because facilities are available.

The need to maintain minimum class sizes, while understandable, prevents many subjects from being offered. This tends to complicate the education of some unemployed persons by forcing them into courses for which they are not suited and later, by putting them into work competition in which they lack sufficient skills. While there are many persons on the course who are quite capable, there are also a large number of less qualified and less capable persons and there is some evidence that many of these are among the first to drop out.

In addition many courses offered would appear to suit those who might, except for attitude, have succeeded in the secondary system. Only a few courses are designed for the "hard core" unemployed and in many centers these are not available. Also, many of the "hard core" unemployed lack the basic motivation to acquire a skill (or education) and the more sophisticated courses discourage them. More "pure skill" courses should be offered since some motivation training can move hand in hand with this type of training.

Some centers have divided their basic training courses into three parts or unit system which permit students to progress as they complete a unit rather than risking the whole course. The unit system also allows for monthly entry. Very few centers have adopted the holding type operation which makes it possible to take in students daily or weekly. Certainly the lack of such

[5] See Chapters III and VI.

[6] 21 days in Toronto.

accommodation is a serious handicap to many who might otherwise participate in the program training. Most unemployed, and particularly the "hard core" persons cannot wait for a monthly entry date.

While a number of changes have taken place in the curriculum over the four years the program has operated, major obstacles remain. Thus far the program has achieved only limited success in setting up its certificates as prerequisites for further educational advancement. Persons completing Program 5 courses must often repeat similar training before being allowed to proceed with trade apprenticeship or other advanced courses.

Unfortunately, most of the administrative services that have been introduced in the large centers are equally necessary in the smaller ones. It is clear that as long as the coordinator alone must handle all or most of them, the needs of most unemployed persons cannot be adequately met.

Finally, inadequate use or investigation of new methods of teaching is evident. More emphasis should be placed on teaching methods which suit adult trainees, allow them to move at their own speeds and give recognition to their needs. In many cases this would preclude the teaching of basic training as a separate subject. It might be useful to many trainees if some educational subjects were completely integrated into the skill training of which they form a part.

III. The Placement Process

While most of the program's graduates are gainfully employed upon completion of their courses, there is evidence to suggest that more attention needs to be placed on the placement process.

The first job obtained by the trainee is important both to the student and the program and it should be viewed carefully before it is accepted. People who have been unemployed naturally tend to accept the first job opportunity which becomes available. A job taken on this basis may work out, but 50% of the trainees interviewed had changed jobs at least once following training. The trainee who leaves after only a short time damages both his own and the program's reputation.

Also, many students, having acquired some training, ignore this background and seek a job, usually higher paying, for which their Program 5 experience gave no distinct advantages. While this might appear to be expedient in the short run it may jeopardize long-run job security.

(a) The Role of the N.E.S. in Trainee Placement

The N.E.S. does not play a special role in the placement of Program 5 students although in some centers it participates in this job to a far greater extent than in others. Clearly it does not play a major part in the placement process for the program in general, perhaps partially due to the fact that it is not an assigned responsibility but also because many students and coordinators do not see the N.E.S. as a useful service in the placement of trainees.

In a few centers the N.E.S. designated officer and the coordinator have an extremely effective relationship. In these situations the officer is kept fully informed on student progress and prior to graduation he is given a list of trainees for possible placement. In one or two centers this relationship is also extended to the placement of "discontinued" students.

Typically this type of involvement only occurs where the coordinator sees the job of placement as one best done by the N.E.S. and the designated or placement officer at the N.E.S. recognizes the value of Program 5 as a source of trained manpower. Unfortunately, this relationship is not widespread and neither federal nor provincial authorities have, as yet, made such liaison a firm operating policy.

(b) Program Placement Services

While most coordinators do not see job placement as a major part of their jobs—nor should they when the N.E.S. could do this work—many are engaged in finding employment for their students in one way or another. They do this through personal contact with local industry, the use of employer advisory committees, and by word of mouth contact gained by successful placement (by any means) of previous students.

To facilitate placement many coordinators use different mechanisms. These assume considerable importance since most trainees cannot afford a period of unemployment when their course is completed. In some centers job hunting begins several weeks before the course is completed. Trainees are given instruction on how to apply for jobs. Dress, appearance and presentation receive attention during the course in an effort to improve the trainees' chances of acquiring employment. In other centers trainees, without jobs at the time the course is completed, are kept on the roll until employment is found.

Generally, however, the program provides little in the way of formal placement services for the trainee. Some employers do contact the coordinator for trainees and he will make an effort to fill these vacancies. Also those centers making use of employer advisory committees do have industry contacts and some students obtain work and references through members of these committees. The opportunities available to the student under any placement scheme contrived within the program greatly limit his possibilities of obtaining a job within his field of training and may partially explain the large number taking jobs in other areas of skill development. Relatively few of these opportunities will materialize unless the N.E.S. becomes effectively committed to placing trainees on a regular basis.

(c) Placement Promotion

Very little placement promotion is undertaken by the program administration. Reliance on word of mouth, recommendations of friends and free publicity has been heavy and thus, the program, while well known by some, is not widely known.[7]

(d) Exit Process Follow-up

Unfortunately little in the way of effective follow-up of graduating students has been undertaken by the N.E.S. or the program. A few local studies have been completed, but continuous studies are not yet a part of the program's procedures. Thus, a really effective measure of Program 5, as a training plan to make the unemployed more employable, is lacking.

No suitable mechanism exists for pursuing the post-training history of the trainee. As a result it goes unattended. The introduction of social security numbers could enhance this possibility in the future.

In addition to student follow-up little is done to ascertain employer reactions toward students. Information on shortcomings, training needs and training strengths could aid the program directors in future planning. Effective program-industry contacts could be established and maintained providing a valuable asset to the continued effectiveness.

---

[7] See Chapter V.

CHAPTER V

Survey of Ontario Employers

Do EMPLOYERS know about Program 5? Do employers find it a useful source of trained personnel? What requirements do employers have? Can Program 5 students compete with other sources in filling these requirements? To date these and many other questions go unanswered.

Coordinators can quote impressive employment statistics but, in fact, there is little information available with which to substantiate the purported employment successes of the program.

I. Survey Objectives

The main objective of the employer survey was to seek information about Ontario employers, their manpower needs, their employment practices, their knowledge of Program 5 and their assessment of the program as a source of new employees.

This part of the study of training for unemployed persons involved a survey of over 2,000 Ontario employers and concentrated on three key areas of investigation. These included questions about:

1. The employer's labour requirements, past and present, and his sources of new employees.
2. The extent of the employer's use of manpower planning, future labour requirements and training to meet anticipated future requirements.
3. The employer's knowledge about Program 5 and his use of its trainees to date.

In addition, some general questions were included to obtain statistics on company size, industry and location to facilitate the analysis of the survey data. The purpose throughout was to determine if information could be obtained to provide meaningful guidelines for further development of the program.

From employer labour requirements—immediate past, present and future—it was felt that a useful guide to the types (skilled, semi-skilled, etc.)[1] of labour used could be obtained.

This information, coupled with manpower planning, might provide some useful guidelines for program development, course changes, new courses and improved techniques. In the third area under study the researchers expected to obtain information about Program 5, its image, its usefulness to employers and a general picture of employer knowledge and assessment of the program as a source of trained manpower.

II. Survey Design

The survey used a mailed questionnaire which was sent to 2,040 Ontario employers.[3] Of these 1,098 were returned during the survey period for a response rate of 54%.

In addition a second questionnaire was mailed to a sample of non-respondents to determine if the general characteristics of this group varied significantly from those employers who responded[3]. Each of the responses was coded and tabulated to facilitate sub-group analysis and cross referencing of data where such procedures were deemed useful.

Based on a sample, subject to sampling variability, the results must be interpreted as approximations rather than exact measures. The terminology used in the questionnaire (job classifications, etc.) was almost certainly subjected to varying interpretations by different employers. Questionnaire verification, to correct these inconsistencies, was beyond the resources available for this segment of the study.

[1] From the definition of labour classes used in the questionnaire it was felt that Program 5 trainees would qualify for jobs only in the semi-skilled, unskilled and clerical groups. Indeed, many employers expressed the opinion that trainees, such as those graduated from Program 5, would have to undergo considerable in-plant training before they could acquire semi-skilled status.

[3] The sample of employers was drawn from the Annual Wage and Salary Survey, Ontario Employers, Department of Labour, Ottawa. 1963. The list includes Ontario employers of 15 or more employees who report on an establishment basis.

[3] The complete details of the employer survey, sampling procedure, questionnaires and follow-up procedure are included in Appendix A.

III. Analysis of Findings

The findings are presented in this section under five headings. These are:

(a) Employer characteristics
(b) Labour requirements
(c) Manpower planning
(d) Employer knowledge of Program 5
(e) General considerations

(a) Employer Characteristics

Table V-1 shows a breakdown of the sample, respondents and non-respondents by D.B.S. industry classification.[4] Two industry listings, Agriculture and Fishing and Trapping, were not included in the list of employers. This omission was not considered significant in the employer analysis. Table V-1 describes the sample of employers from which the survey data was received.

The differences between respondents and non-respondents by industry classification were not considered significant.

Next, to obtain some idea of the number of employers who were located in areas served by training centers, the breakdown shown in Table V-2 is presented. This table indicates that approximately 76% of the sample and a similar percentage (77) of the respondents are located in areas served by Program 5.

[4] Since the sample selection was done on a random basis, no breakdown of the total universe population is included.

TABLE V-3
ANALYSIS OF RESPONDENT'S EMPLOYEES BY EMPLOYMENT CATEGORY

Category	Number of Employees
Clerical	40,056
Skilled	31,643
Semi-Skilled	52,625
Unskilled	57,620
Sub Total	181,944
Other*	73,627
Total	255,571

* Management, Supervisory, Professional, etc.

Included in the response group were employers who employed 255,571 employees with 181,944 of these falling into the categories of clerical, skilled and semi-skilled personnel. Table V-3 on page 48 shows the breakdown of these totals by general employment category.

Finally, under the analysis of employer characteristics, Table V-4 shows the breakdown of respondent employers by size. This is significant in the discussion of later findings since some employer size categories exhibited more knowledge of the program than others.

TABLE V-1

BREAKDOWN OF SAMPLE INTO RESPONSE AND NON-RESPONSE GROUPS BY INDUSTRY

Industry Classifications	Sample* %	Respondents %	Non-Respondents %
1. Forestry	1	2	1
2. Mines and Quarries	2	2	2
3. Manufacturing Industries	42	40	43
4. Construction Industry	9	9	9
5. Transportation, Communication and Utilities	7	8	6
6. Trade	24	24	24
7. Finance	5	5	5
8. Service	6	5	6
9. Public Administration and Defence	4	5	4
Total	100	100	100

* All figures are percentages of their respective totals. Sample 2,040, respondents, 1,098 and non-respondents, 942.

TABLE V-2

DIVISION OF INDUSTRY SAMPLE AND RESPONDENTS BY PROXIMITY TO TRAINING CENTER

Industry Classification	Sample		Respondents	
	% Under 25 Miles	% Over 25 Miles	% Under 25 Miles	% Over 25 Miles
1. Forestry	•	1	•	•
2. Mines and Quarries	1	1	1	1
3. Manufacturing Industries	32	10	30	11
4. Construction Industry	7	3	7	2
5. Transportation, Communication and Utilities	5	2	6	2
6. Trade	20	4	20	4
7. Finance	4	•	5	•
8. Service	5	1	5	1
9. Public Administration and Defence	2	2	3	2
Total	76	24	77	23

• Less than one percent.

(b) Labour Requirements

Questions dealing with labour requirements were broken down into two categories, past and present.[5] The information was acquired in this form to determine if such information might provide useful guidelines for Program 5 development. Questions regarding the method used to acquire employees for vacancies were posed to determine which avenues of placement are most widely utilized by Ontario employers. Job requirements, education, and skills were investigated to determine if present Program 5 courses were consistent with stated employer requirements.

(1) Past Labour Requirements

Of the 1,027 respondents returning completed questionnaires, 48% reported labour shortages during the past two years. Of these, 13% reported clerical shortages, 21% reported shortages of semi-skilled personnel and 15% reported shortages of unskilled persons.[6] Of the 495 employers reporting shortages, 27% advertised for and recruited new people outside of a 25 mile radius from their location. It is interesting to note that many of the smaller companies experiencing shortages found new immigrants as a major source of supply while the larger companies appeared to rely heavily on recruitment in smaller urban areas. Internal training played only a small part (20% report its use) in filling these labour shortages. Many companies pointed to a desire to hire "experienced" personnel. The use of overtime and temporary help most often filled the gap caused by these labour shortages.

(2) Present Labour Requirements

An even larger number of employers reported present labour shortages, 569 in total.[7] Clerical shortages were reported by 18%, 34% reported semi-skilled shortages and 25% reported shortages of unskilled personnel.

To acquire these people 65% of those

[5] Questions dealing with past and future labour requirements were requested on the basis of two years' experience and projections.

[6] By definition Program 5 does not train persons for the "skilled" categories. Typically such training is acquired through apprenticeships, etc., in Ontario. As a result those figures pertaining to "skilled" workers have been omitted from this survey. The total number of employers reporting shortages will not agree with the sub-groups because of this omission and some overlap occurs through employers reporting shortages in more than one classification.

[7] From at total of 1,027 responses. Al percentages are calculated using this base figure unless otherwise stated.

TABLE V-4*
BREAKDOWN OF RESPONDENTS BY NUMBER OF EMPLOYEES

Respondent Size**	Respondents (No.)	Respondents (%)
Under 50	462	45
51-100	195	19
101-300	205	20
301-500	52	5
Over 500	113	11
Total	1,027	100

* Table V-4 and all tables following it in this section are based on 1,027 responses. This is due to the fact that 71 responses were returned as non-applicable, out of business, bankrupt, etc.

** The list used purportedly only included employers of over 15 employees. Six percent of the respondents included employers of less than 15 employees; these are included in the under 50 group.

reporting shortages resorted to newspaper advertising and over 62% used the National Employment Service. Hiring through union sources was reported by just under 9% and in-plant training to fill shortages was reported by 30%, up from 20% of those reporting past labour shortages. This could reflect an increasing emphasis on in-plant training as a result of government inducements, increasing worker displacement and a shrinking of other manpower supply sources. Further analysis of the methods used to acquire new people indicates that the newspaper is most widely used to attract skilled persons while the National Employment Service is used by over 70% of those reporting semi-skilled vacancies, 81% of those reporting unskilled needs and 57% of employers needing clerical help. Small firms make even greater use of the N.E.S. Some 76% of those employers with less than 50 employees, who reported present labour shortages, turned to the N.E.S. for referrals.

(3) Educational Requirements

Analysing present labour shortages for educational requirements it is significant to note that the upgrading achievement (grade 10) offered for most skill courses under Program 5 meets the minimum expectation of over 85% of the employers of semi-skilled personnel and 96% of those who hired unskilled people. On the other hand it meets the requirements of less than 30% of those employers looking for clerical help. Of course the grade 10 referred to by employer respondents would be that offered under the secondary school system, not necessarily the Program 5 equivalents.

Analysis of the skilled group is unimportant at this time since many in this group require apprenticeship training which cannot be obtained under Program 5.

It is evident from the comments of many employers that they are willing to forego some long standing educational requirements to fill existing vacancies. The need for people has prompted many employers to use training programs, both internal and external, to offset the lack of basic education and skills of new applicants. A surprising number indicated that they would be willing to provide training to almost any applicant who exhibited some desire to learn on the job.

In summary, several important facts are pointed up by the responses to the questions pertaining to past and present labour requirements. Serious labour shortages exist in each of the general categories surveyed. Of particular interest to Program 5 are the marked increases in clerical and semi-skilled requirements; shortages which suggest that Program 5 trainees should not have to accept employment outside their field of training unless it is desirable to do so.

Also it is evident that employers do use the N.E.S. to acquire new people and that they are not averse to providing skill training, at least to those desirous and capable of absorbing it.

Some relaxation of formal education requirements by employers could improve the job prospects for Program 5 trainees at least in the short run. Indications are that the present program levels of basic training (grades 9 and 10 in most skill courses) are adequate. However employers need to be convinced that the three subjects offered under Program 5 are an adequate substitute. The educational requirements for many clerical jobs appear to be significantly higher than those required by the program. Many of the employer comments suggest that this requirement reflects the need for a solid background in English, something that might be achieved through an upgrading of the present course requirements in this one subject.

TABLE V-5*
MINIMUM FORMAL EDUCATION REQUIREMENTS BY SKILL GROUP

Classification	No Requirement	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13
Clerical	8%	2%	17%	13%	44%	16%
Skilled	31	4	22	5	26	12
Semi-Skilled	44	30	12	6	5	3
Unskilled	71	18	7	3	1	0

* This table represents the minimum formal education requirements only, other requirements are not considered. Percentages add horizontally.

(c) Manpower Planning

The third group of questions dealt specifically with future labour requirements. The questions were designed to probe the extent to which employers engage in planning future manpower requirements and to determine how these plans, if they existed, might help the program. This section of the questionnaire was not meant to be exhaustive. It was meant to provide some ideas about the types of plans employers used.

Much has been written to convince educators that their training programs must be designed and directed at meeting the needs of potential employers. If this is a valid suggestion, then employer needs must be sufficiently defined to allow the educator to plan around those needs. Of the 991

respondents answering the question on manpower planning (36 did not answer), only 31% said they did any planning for future people requirements. Of those responding "yes" to the planning question, only 27% outlined a planning format that might aid in providing some guidelines for development of Program 5. Almost all of those with useful planning techniques were large companies and, as is noted in the sections which follow, they employ a number of Program 5 trainees.

Pursuing future requirements further, 15% of the respondents replied "yes" when asked if they presently employed people in classifications that they would not require in two years. Of these 154 employers, 48% predicted a reduction in the present clerical classifications and 41% expect a reduction in the number of unskilled classifications presently required. The addition of new equipment was cited as the reason for displacement in 87% of the cases reported. Many of the employers (81%) reporting these reductions in classification requirements were in establishments employing over 100 persons.

When asked if the employer anticipated the addition of any new classifications not presently used, 402 employers or 39% of those responding answered "yes". This anticipation of new jobs to be added over the next two years focused on the addition of skilled and semi-skilled personnel. Of those reporting, 41% predicted the need to acquire personnel for the skilled classifications and 57% anticipated needs for semi-skilled employees.

The various skills required for equipment maintenance were most often reported with the electrical, electronic, machinist and millwright groups receiving most attention. Respondents from the construction industry reported serious shortages of building tradesmen. The semi-skilled classifications occurring most often were production machinists and machine operators, welders and general maintenance personnel.

To meet these needs over 40% will hire new skilled workers, 37% will hire and train new people and 21% will upgrade or retrain present employees.

In summary very few employers do formal manpower planning in a form which might be useful for course development in Program 5. Apparently many employers feel they can predict their future needs without formal planning and this in itself may have implications for the program. Educators will probably have to continue to rely on committees and an ongoing dialogue with employers to obtain their direction for course development.

TABLE V-6
EMPLOYER KNOWLEDGE OF PROGRAM 5 BY EMPLOYER SIZE

Employer Size	Percent of Group Indicating Knowledge of P5
Under 50 employees	7%*
51-100 "	13
101-300 "	21
301-500 "	34
Over 500 "	37

* Each percent figure shown is stated as a percent of its particular group not as a percent of all respondents.

(d) Employer Knowledge About Program 5

Employer knowledge about Program 5 is essential if the stated objectives of the program are to be attained.

Do employers know about Program 5? How do they rank the program as a source of trained personnel? Do they hire trainees? Who hires the trainees? Would they hire more? These and other questions were put to Ontario employers and an analysis of the response is presented below.

Behind the line of questioning used was the fundamental assumption that the program is useful only if employers will accept it. And, acceptance is, in large measure, a function of employer knowledge about the program's purpose and the program's product.

Of the 1,027 respondents, 34% stated that they knew of publicly sponsored vocational training programs which might be used to supply their future manpower requirements. Of those who knew, 45% listed the Canadian Vocational Training Program.[8] This group represented just over 15% of all employers responding to the question. Table V-6 shows the breakdown of respondents, by size, who stated that they knew of Program 5.

Although only 15% of all respondents know about Program 5, it is apparent that some segments within the respondent groups are far more knowledgeable than others. Over one-third of the employers in each of the two groups with over 300 employees know of the program's existence while in the under 50 group only 7% are aware of Program 5. This is particularly interesting since it might be expected that small employers, lacking the resources to train internally, would rely on the program to a greater degree than the larger more self-sufficient employers. This has added significance when it is noted that the group with 50 and less employees makes the greatest use of the N.E.S. to fill its vacancies.

More significant is the fact that of those who knew about the program almost 60% had hired trainees. And they hired, on the average, approximately six trainees per employer. Table III-7 shows the percentage of employers by size who hired Program 5 trainees. The high correlation between those who know about the program and those who hire trainees indicates that increased knowledge of the program might substantially broaden the opportunities available to trainee graduates.

TABLE V-7
EMPLOYERS WHO HIRE TRAINEES BY EMPLOYER SIZE

Employer Size	Percent Who Hired Trainees
Under 50 employees	4.0%
51-100 "	6.5
101-300 "	9.5
301-500 "	26.7
Over 500 "	23.4

Since the number of employers included in each group varies significantly (Table V-4) it is worth noting the distribution of trainees by employer size. Table V-8 gives this breakdown.

TABLE V-8
DISTRIBUTION OF EMPLOYED TRAINEES BY EMPLOYER SIZE

Employer Size	Percentage Distribution of Trainees
Under 50 employees	21.2%
51-100 "	13.5
101-300 "	20.8
301-500 "	14.5
Over 500 "	30.0

[8] The program turned up in the questionnaires under several different names, further indicating that program terminology is inconsistent throughout the province.

This table indicates that a disproportionate number of Program 5 students appear to be going to a relatively small group of employers. Whether this reflects on present placement practices within the program is difficult to determine. Certainly it indicates that the market for trainee skills is severely limited by lack of employer knowledge about the program.

Reporting on trainee acceptability, 72% of the respondents who hired trainees found the Program 5 people as good as or better than employees obtained from other sources. Additional training was required for trainees entering 84% of the firms reporting, but employer comments indicated that this was not unusual. In fact, many suggested that it was desirable that new employees have only general training. Further 89% of all respondents who had hired Program 5 trainees stated that they would hire more for future job vacancies.

When asked "if you have not hired any Program 5 graduates, why not?", 53% of all employers (1,027) responded that they had never heard of the program, while 19% answered that they did not know where to get the trainees. From the group who knew of the program but had not hired any trainees, the reasons most often given were: "no need for type of training given" and "training inadequate for employer needs".

In an attempt to obtain some information on the types of training employers see as being most useful to them, two questions were asked. The response to both of these questions indicated that the overwhelming choices were on-the-job or in-plant training for semi-skilled employees, apprenticeship and on-the-job training for skilled employees and institutional training, including Program 5, for clerical employees.

In brief, the program is not widely known among employers contrary to the belief that is held by many within the Department of Education and others at the local levels of the program's operation. Apparently, however, those employers who know about the program do hire its trainees and more important, they appear in general, to be pleased with the employees they get.

(e) General Considerations

Of the 1,027 respondents, 44% reported the use of training programs for company personnel. On-the-job training was conducted by 39% of the respondents (only nine percent of these reported classroom training in conjunction with work on the job) and 21% of the employer respondents reported that their groups had one or more persons assigned to the training function (of these employers, 27% reported full time persons on the job). Correspondence and night school courses are widely used by employers in their outside training programs. Only eleven respondents are presently using Program 4[9] and only four are using Program 5 as part of their in-plant training programs.

Finally, an analysis of employer comments (34% of all respondents made comments) provided a number of interesting ideas.[10] Apparently many employers are willing to provide skill training to new employees if they have an adequate basic education. In fact, entry on this basis is often preferable because of "promotion from within" policies. In addition, there is a very strong feeling among employers that on-the-job training is the "only way". Stated in many ways, the missing ingredient in institutional training is the "productivity orientation"; many comments suggested that management expectations are played down in the school setting.

Many owners of small firms felt that Program 5 and other programs were unaware of small firm needs. Students often emerge from these training programs expecting to step right into areas of specialization and are sadly disappointed when this is not the case.

Among the more critical comments about the program were a number aimed at the calibre of clerical trainees. Many of those who commented on this group found that Program 5 typists and stenographers were poorly trained. "At best the certificate means nothing, you have to try them out to be sure". Several comments were made about the wide degree of variation between holders of similar certificates.

Other respondents were critical of the governments' approach to publicizing such programs. They had never heard of the program and many complained that they had on occasion dealt with the N.E.S. and still were unaware of the program's existence.

IV. Conclusions

By far the most important conclusion drawn from this part of the survey has to do with employer knowledge about Program 5. Employers just do not know what federal, provincial and local governments have to offer in the way of vocational training. Only 15% of the employers responding knew of Program 5 and even they referred to it under four different titles. This has significance when it is considered in light of the fact that of those who knew about the program almost 60% had hired Program 5 trainees. Those firms who hired trainees averaged six trainees per employer and most (72%) were pleased with the people they received.

These figures prompt consideration of the fact that apparently wider knowledge of the program and its purpose would broaden substantially the scope of opportunity available to graduating trainees. This broadening of opportunity could increase the percentage of trainees who are able to obtain work in their fields of training and thereby improve both the long term employment security of the trainee, and his competitive position in the labour market.[11]

Lack of employer knowledge about Program 5 is even more disturbing when employers report that for both past and present needs they have made extensive use of N.E.S. facilities. Over 62% of those reporting present labour shortages made use of the N.E.S. for people in all categories (skilled, semi-skilled, clerical and unskilled) and yet few of these employers were aware of the program's existence. This is probably affected, at least to some extent, by the reluctance of many Program 5 graduates to use the N.E.S. as a placement agency. It is pointless to belabour the N.E.S. "image problem" but clearly, if the N.E.S. is to play a larger role in the placement of Program 5 trainees, as indeed it should, this problem will have to be overcome.

The reluctance of governments to publicize programs such as "Training for the Unemployed" is largely responsible for the program's amorphous state. An active publicity campaign by all levels of government could enhance the program with employers, improve trainee acceptability and assist in trainee mobility by building province-wide acceptance of the program and its standards.

On many occasions it has been suggested that Program 5 might improve its course offerings if those who operated the program were more aware of employer needs. Clearly, meeting such needs implies that employers look sufficiently far into their future manpower requirements that these plans could be translated for the use of

---

[9] Training program in cooperation with industry, one of nine programs offered in Ontario under Technical and Vocational Assistance Agreement.

[10] These ideas are among those most often mentioned, however, there is no statistical significance intended.

[11] See Chapter III for breakdown of graduates receiving employment in their area of training.

training programs. This is just not so. Much of the confusion that exists must be borne by employers since there is very little evidence that most do any planning for future labour requirements. Apparently the costs of planning labour requirements exceeds the perceived benefits since only 31% of the respondents stated that they did any manpower planning and less than eight percent of the total described a planning format that was considered useful for the acquisition and development of non-management employees.

Whether this lack of attention to manpower needs reflects the employer's inability to adequately assess the costs of turnover, training and acquisition or whether the existence of public facilities (the N.E.S. and Program 5) minimizes the direct cost of poor employment practices to the extent that planning is difficult to justify, cannot be determined. What is apparent is, that with only a few exceptions,[12] employers provide very little in the way of tangible guidelines for the vocational educator. Most are primarily concerned with only the day to day aspects of staffing problems and sole reliance by the program on these considerations would render it ineffective and inoperative in the long term.

An analysis of both past and present labour requirements indicates that the N.E.S. plays a major role in locating new employees for many employers. However, its participation in the program falls far short of what it might be were its commitment to the Program 5 placement process as specifically defined as its role in induction. In fact, the employers' knowledge of the program might be greatly increased if the N.E.S. were to assume an active part in Program 5 placement as a matter of policy.

The strong apparent preference for people with on-the-job training has several implications for Program 5 (and perhaps Program 4). Certainly there is every indication that the employer should not be the sole determinant in establishing training guidelines. His objectives are often too short in range to provide the trainee with adequate security through training. On the other hand it is unrealistic to ignore the overwhelming preference by employers for experience and in-plant training. Surely some useful alternative which recognizes the needs of both parties can be designed for Program 5.

Employers do express some well defined minimum standards of formal education and the program should be aware of these requirements. Many employers, 60%, apparently consider clerical help with a minimum of grade 12, highly desirable. Semi-skilled jobs appear to require education at or about the level offered by the program. However, if employers treat the grade 10 equivalents offered under the program in a manner similar to that accorded these equivalents by other provincial training programs, then they are quite meaningless. Many employers do not view the partial grade 10 offered under Program 5 as anything more than an incomplete year. The logic of teaching only the necessary subjects has not been well publicized with most employers.

To the extent that future labour requirements from the survey are meaningful, several points warrant consideration. Major anticipated changes were reported in the skilled trades and the clerical group. The need for skilled trades is expected to increase over the next two years; from the comments received many of these trades might better be classed as "maintenance" type skilled trades. However, there is little in this expected growth of the skilled trades to excite the Program 5 trainee. As yet the provincial departments involved have not been able to work out satisfactory arrangements whereby the Program 5 trainee can receive full credit for his academic and skill training when he chooses to enter some advanced courses or apprenticeship programs.

On the other hand, employers reported expected reductions in clerical groups primarily as a result of new equipment additions. Such reductions in clerical force might be expected to affect persons with less than grade 12 education more rapidly than those with grade 12 or more. It may mean that Program 5 should seriously consider increasing the entrance requirement for some of its clerical courses or at least make the higher levels of basic training available in all centers.

A major drawback, particularly for small employers, was the fact that the Program 5 certificate is often meaningless. Many companies which do not employ a personnel staff must rely heavily on the certificate and often they are disappointed in the variation of skill development that comes with Program 5 trainees. It is well known within the program that a variation from center to center between similar courses does exist. Such variation does little to bolster the confidence of employers, particularly those who must rely on the program certificate. Many employers think of Program 5 as some form of extended unemployment insurance and the course and training inconsistencies often augment this feeling.

Increased recognition of the small employers' problems is critical on two counts. First, they are often unable to undertake internal training programs and must rely on external training to a much greater degree than larger employers. Program 5 could play an important role in assisting small employers to acquire badly needed, trained personnel. Second, recognition of the needs of small employers would assist in attracting new prospects for student placement, thus expanding the opportunities for trainees to acquire jobs in their areas of training. Of course, any future developments within the program must take place with responsible cognizance of student needs.

---

[12] Some employers provide vocational committee members to aid the program's operation and development in many centers. While this procedure is recommended by the Department of Education its use by coordinators is not widespread.

CHAPTER VI

Testing and Counselling

THE DEVELOPING EMPHASIS on training the long term or hard core unemployed means that supporting counselling and its attendant testing will assume an increasingly important role in the future operation of Program 5. For these and other reasons the counselling function should be clearly defined. A broad understanding of its usefulness to the program will undoubtedly strengthen all aspects of the training offered.

For some time now testing and counselling have been a part of the program in some centers. Primarily conceived to aid in selecting the proper courses and grade levels for the enrollee, the scope of this service has since expanded considerably.

Perhaps the greatest impetus stemmed from the high rate of trainee discontinuation which often resulted from the personal and social problems of the trainee. More recent developments, particularly at the centers operating in Toronto, have broadened the scope of the counselling function and may offer some new insights into the usefulness of this activity for the program as a whole.

There is general concern among coordinators for the problem of student discontinuations. There is significant evidence, however, that most centers are not wholly aware of the magnitude of the problem and only a few have advanced any positive schemes to reduce the numbers involved. The program's purpose is openly challenged when added to the dropouts are those who do not gain employment upon graduation and, further, those who get jobs but not in their field of training. Thus, the number who enter, are trained, and then employed in their fields of training is often far lower than the usually publicized figures might indicate. Clearly the omission of these figures is not intentional. Rather it is another facet that has been submerged in a desire to attain program growth. More recently increased emphasis has been directed at improving completion rates.

Testing and counselling are receiving considerable attention in this effort. Unfortunately, however, the extent to which these services are effective in coping with the dropout problem is, as yet, an unknown.

The growing potential importance of counselling prompted a small "pilot study" of the operations offered under Program 5 in Toronto. Conducted at the Adult Training Center (Keele Street School), the study set out to determine if any significant differences could be noted in the pre and post counselling periods at the school.

Clearly the information gathered applies only to the Keele Street School, but it does provide some insight into many questions which plague the program elsewhere. Perhaps, more importantly, the pilot study suggests some bases for further research into the usefulness of counselling and its attendant services.

I. Background

Program 5 in Toronto consists of several units operating under one coordinator.[1] These include the Adult Training Centers at Jones Avenue and Keele Street and the Adult Training and Counselling Center (ATCC).[2] In addition, the Toronto program uses the facilities of a number of trade institutes operated by the Department of Education, Technological and Trades Training Branch.

The Keele Street School began operating on June 15, 1964. Providing courses similar to those offered at the Jones Avenue School, which began in 1961, it eliminated a number of the geographic problems encountered when most students had to be sent to the Jones Avenue School or to the North York location. With North York's decision to withdraw from the program,[3] the Keele Street School now serves the bulk of those students enrolled from the western part of the city.

The Adult Training and Counselling Center (ATCC) commenced operations in March, 1965, as a testing and counselling center which could hold students up to 30 days. This holding operation[4] provided a badly needed mechanism for orderly entry into the Training Centers. It also gave the program an opportunity to deal realistically with some of the major social and personal problems of the unemployed. Kileeg[5] states that "many of the trainees come to the Center (ATCC) frustrated, feeling inadequate, anxious about problems with their children, worried about financial problems, troubled with alcoholism, suffering physical disabilities or seriously emotionally disturbed". This holding period can be used to advantage by qualified people and may result in a useful solution to a number of problems presently affecting the program, including the high rate of discontinuation.

ATCC has since expanded its operations to include a number of special programs and more recently it has undertaken the direction of a promotional advertising campaign aimed at publicizing Program 5 for Toronto. With a staff of 37, the center operates both day and evening shifts. Presently, it is emphasizing its role as a community counselling and testing center. While Program 5 remains as a central activity for ATCC, it will eventually be only one of many programs served by the center.[6]

Thus far little has been done in the way of assessing the usefulness of the counselling service to Program 5. This pilot study, although it provided some interesting information, did not result in any conclusive evidence that testing and counselling improved the completion rate. Perhaps the most useful outcome of the project was the feeling that the system, as it presently operates in Toronto, begs a complete and continuing assessment. Such a study could prove most useful to the Technological and Trades Training Branch in establishing

---

[1] Lakeshore and North York operate under separate coordinators although they do make use of some Toronto facilities.

[2] A second Adult Training and Counselling Center has been established recently to deal specifically with the problems of unemployed immigrants.

[3] According to the North York Coordinator, Mr. D. E. Bridge, the North York School Board has decided to withdraw from Program 5 to concentrate its efforts on other types of Adult Education (August, 1965).

[4] In Toronto trainees can enroll at any time, they need not await the start of new training courses. These trainees are inducted into ATCC for a period of up to 30 days and then transferred to the training centers at the first of each month.

[5] Kileeg, J., Adult Training Counselling Center, The School Guidance Worker, Ontario College of Education, June, 1965, Toronto, p. 12.

[6] While the Counselling Center was originally established to handle Program 5 counselling and testing, it has branched out into other services. It appears that the center will eventually provide a wide range of services for the Metro Toronto area. In addition, the Center's services have always been available to persons from other areas.

guidelines for the development of testing and counselling centers elsewhere in the program. Investigation of the ATCC operation in conjunction with the analysis of the Keele Street School records indicated that an excellent opportunity exists for establishing a complete research study employing control groups.

II. Research Design

The study undertaken at the Keele Street School was directed at a further investigation of several questions that arose from the main study. Specifically involved was the high rate of discontinuation within Program 5, and the effect testing and guidance had on the completion rate.

Most centers throughout the province were unable to provide a comprehensive analysis of the dropout problem. The Keele Street School appeared particularly suitable since its discontinuation rate, upwards of 50%, is typical of the program in Ontario. In addition, approximately one-half of the school's enrollment entered prior to the establishment of ATCC while the other half were admitted to Keele through the Counselling Center.[7]

The research design used at Keele Street was similar in many respects to the plan used for the major survey. The prime difference occurred in its emphasis on problems of discontinuation and the use of testing and counselling. Initially, two major objectives were defined:

1. An attempt to determine if testing-counselling had any significant effect on the Program 5 discontinued rate.
2. An attempt, from an analysis of Keele Street records, to determine the reasons for student discontinuations.

The process included an analysis of the student records gathered since the Keele Street School began operation, and a number of personal interviews with students enrolled during September, 1965. All students chosen for interview were enrolled in the night sessions. The primary emphasis centered around the analysis of "closed" files.[8]

---

[7] Prior to the establishment of ATCC, the Keele Street School administered some tests and conducted limited counselling services for new trainees.

[8] Closed files at the Keele Street School include basic card records of all students who have left the school, both graduated and discontinued.

TABLE VI-1
TRAINEE ENROLLMENT PROFILE

	Non-Counselled		Counselled		Total
	No.	%	No.	%	No.
Graduates*	358		246		604
On Course	0		113		113
Transfers	152		154		306
Subtotal	510	55	513	51	
Discontinueds	408	45	497	49	905
Total Enrollment	918		1,010		1,928
% of Total Enrollment	47.5		52.5		100

* For purposes of this chart, graduates, on course and transfers are considered part of the graduate total since transfers have completed courses and moved to other schools and "on course" persons are registered in a second course at the school.

Source: Adult Training Center, Keele Street, February, 1966.

III. Analysis

The enrollment profile shown above includes all students who registered at the Keele Street School from its outset up to September 20, 1965. It was compiled from the school records and accounts for the 1,928 students who had enrolled up to that time. All other tables were compiled from the closed files and represent 1,315 trainees, all with completed files at September 20, 1965.

It is evident from Table VI-1 that the discontinued rate under the ATCC varies little from the rate experienced prior to the operation of the Counselling Center. Certainly the difference is not sufficient to provide any clear cut conclusions with respect to the effectiveness of testing and counselling in reducing the discontinued rate.

In fact, there may be a difference, but other factors, which cannot be measured from available data, could offset the effect of counselling. For example, high levels of employment may reduce the level of qualification brought to the program by new trainees, increasing the discontinued rate. Also, the special counselling procedures used by ATCC may induce people to enter training; people who, prior to this help, may not have been able to cope with the regular classroom situations.

The limited study carried on under this pilot project indicated that the only conclusive way to measure the effectiveness of testing and counselling would require the use of control groups. Ideally two or more groups should be selected for entry, one untested and uncounselled, the others to be given various degrees of testing and counselling. A sufficient sample placed in training under this procedure may provide a great deal of useful data. Certainly such a procedure could be justified in view of the fact that the Technological and Trades Training Branch is presently promoting and approving the establishment of new counselling operations.

In fact such a study is imperative. The institution of new centers for counselling requires a great deal of planning by qualified people. This service cannot be effective if it is just another "add-on", and short courses for the coordinator and his guidance people are wholly inadequate in view of the implications of trainee counselling.

It would be unfortunate if Program 5 were to undertake an expansion of counselling facilities without first attempting to determine how such facilities might best be operated. Haphazard establishment, using people who lack the qualifications necessary to perform the job with competence, may undo much of the work already underway.

A complete analysis was performed on the files of all students with closed records as of September 20, 1965. Table VI-2 covers the 1,315 trainees in this analysis.

This profile is shown here to indicate the mix of trainees considered in the analysis which follows. Because it omits those on

course at September 20, 1965, no attempt is made to draw conclusions with respect to the effectiveness of counselling and testing on the discontinuation rate for this group.

Two tables are presented to indicate other characteristics of the discontinuation problem. First, Table VI-3 presents information on the timing of discontinuations at Keele Street.

It is evident from the table that the first month is critical. Over 50% of those who discontinue training do so during the first month of course, while almost 80% of this group leaves before they have been on course three months. If supportive counselling is to help minimize this attrition, it must do so during the early stages of training. Making the adjustment to a school environment is difficult for many trainees and it is important that they do not become discouraged before the training is well underway.

One short study, conducted by the ATCC on 50 trainees, indicated that intensive counselling could reduce the discontinuation rate substantially during the initial three-month period. And, although the sample was too small to draw definite conclusions, there appeared to be sufficient evidence that further investigation should be attempted.

Table VI-4 shows the reasons given by 920 students for discontinuing their training.

This table tends to substantiate the reasons given by the trainees interviewed in the larger survey. The category "Financial Problems" includes many who left to take work. Three reasons account for the major causes of discontinuation. They are, lack of interest, financial problems and health reasons.

Increased financial assistance proposed for May, 1966, may provide some alleviation of the financial problem. However this is difficult to assess since many of the trainees offering this explanation were in the 18 to 24 age group, without dependents and often living at home. In fact the increased scale could add to the number who discontinue for lack of interest by enticing greater numbers of trainees into the program for the money involved.

Testing and counselling on a continuous basis may be effective in reducing the number who leave for lack of interest, first by assisting the trainee to choose a suitable course of training and, second, by screening out those whose lack of maturity prevents them from absorbing the training offered. Increased emphasis has already been placed on obtaining improved health services. Continued attention should do much to reduce this problem.

One problem which was encountered in this study as well as in the general interviews involves those trainees who sign up for courses but never turn up at the center. The extent of this problem has never been fully investigated although some attempts have been made to determine the reasons for the potential trainees' change of mind. Further study should be undertaken to reduce the numbers involved.

Finally, interviews conducted with 60 trainees of the Keele Street School night program provided some additional information. The analysis of the questionnaires substantiated the data collected in the larger survey, with respect to age, sex and other personal characteristics and is not discussed in this section. However, when asked about their preference for day or

TABLE VI-2
TRAINEES' CLOSED FILE

	Non-Counselled	Counselled	Total
Graduates	510*	37	547
Discontinueds	408	360	768
Total	918	397	1,315

* Graduates include 152 transfer students.

Source: Research Analysis, Adult Training Center Keele Street Records, September, 1965.

TABLE VI-3
TIME ON COURSE BEFORE DISCONTINUATION

	Number	Percent	
		of Total	of Discontinueds
Less than 1 month	407	31	53
1 month–3 months	198	15	26
4 months–6 months	142	11	18
Over 6 months	21	2	3
Transfers*	152	12	—
Graduates	395	29	—
Total	1,315	100	100

* The figures for transfers and graduates are presented here to account for the 1,315 cards analyzed. For a record of the actual completion rate see Table VI-1.

TABLE VI-4
REASONS FOR DISCONTINUATION

Reason	Number	Percent
Lack of Interest	206	22
Financial Problems	186	20
Health Reasons	138	15
Family Problems	30	3
Discipline	18	2
Unable to Cope With Work	76	8
Miscellaneous (includes reason unknown)	114	13
Transfers	152	17
Totals	920	100

night school, 69% would have preferred the day school training if places had been available. This may have implications for the rate of discontinuations, particularly in the age groups 18 to 24, since many programs operate only at night.

In summary, the pilot study did not indicate any decrease in the number of discontinuations between the two periods under study. However, it did define some of the areas where the problems of discontinuation are greatest and some of the reasons for students leaving the program. Perhaps the most important outcome of this pilot study was the re-emphasis of the fact that testing, and more so counselling, are tasks for well-trained people and the establishment of new centers will only succeed if they are properly staffed.

TABLE VI-5
PREFERENCE FOR TRAINING SHIFT
BY AGE GROUP

	Total Number	Percent of Total	% Preferring Day School	% Preferring Night School
18–19	18	29	27	2
20–24	12	20	18	2
25–34	8	14	10	4
35–44	10	17	7	10
45 and over	12	20	7	13
	60	100	69	31

Percentages based on 60 respondents. These percentages will not add to 100 % in all cases because of rounding.

APPENDIX A

Research Design

THE PURPOSE of this appendix is to describe in detail the research design which formed the basis of the study of the program for training the unemployed in Ontario. A wide variety of research methods were employed and these are explained in this appendix under the appropriate headings. Essentially, the study was divided into three areas: the trainee interview, the employer questionnaire, and an investigation of some of the administrative aspects of Program 5.

The research design for this study had to cope with the complex question of Program 5's success in achieving its stated objective. Simply, has Program 5 been successful in the task of making unemployed persons more employable? Key to the choice of design alternatives was the objective of the study. Broadly, two choices were available: a detailed survey of one of the three key areas of the program operation (as outlined above) or a more general study encompassing all three areas.[1] The latter approach was chosen for the following reasons:

1. The total program had never been studied previously.
2. While many of the general problems were known, their importance and relationship to each other could only be determined in a study of most of the major facets of the program.
3. The program appeared to be at a crossroads requiring a broad assessment of past operations and the formation of some guidelines for future operations. A detailed study of one aspect, while it would provide more information, would mean further delays in a total assessment until other parts of the program could be studied.
4. A broad, program-encompassing study could provide the basis for establishing a priority for conducting future detailed studies.
5. The approach selected appeared more closely aligned to the stated needs of the Department of Education for direction.

Thus the research design, after the decision was made to investigate the total program, had to provide information about the program's successes and shortcomings from the viewpoint of the trainee, the employer and the program administrator. The extent of the proposed study and the fact that no one study of this type of educational program had been undertaken previously meant that many research methods had to be investigated. No ready-made method was available. Also, because of the program's size and the experimental nature of this study, some limitations were placed on the survey. These are outlined in the section on the design of the survey's research methodology.

I. Trainee Interviews

A significant part of the study centered around obtaining information about the Program 5 trainee through an extensive trainee interview. The education, the work experience before the course, the trainee's experience on the course, and the work experience of the trainee after the course, were studied through the use of a detailed questionnaire administered to trainees in six cities. The discussion which follows outlines the research design used to investigate this aspect of Program 5.

(a) Selection of Centers

Program 5 is operated in 40 centers in Ontario.[2] It was determined at the outset of the study that it would be impossible to interview trainees in all of them. It was, therefore, determined to limit the survey of trainees to six centers. The six were chosen in consultation with the Ontario Department of Education after considering such factors as program size, program age, geographic location of center and type of program (administration, full-time or part-time; teachers, full-time or part-time; facilities, night operation versus day operation, etc.). The centers selected were Cornwall, Ottawa, Sarnia, Timmins, Toronto and Welland. Other centers could have met the simple criteria used but those selected represent most of the facets judged necessary to assess the development of Program 5. The factors considered are outlined in Table A-1.

[1] In addition to the three areas mentioned two other key areas for study were omitted. A profile of the unemployed is being studied by the federal Department of Labour. A study of teaching methods and course content was eliminated because the research team lacked the time necessary to investigate thoroughly this aspect of the program.

[2] The number of centers varies from time to time due to the addition of new programs and some deletions.

TABLE A-1
FACTORS IN SELECTION OF STUDY CENTERS

Center (City)	Program Size*	Co-ordinator	Teachers	Center	Geographic Location	Program Age	Day–Night Operation
Cornwall	Medium	Full-time	Full-time	Separate	East	Old	Both
Ottawa	Large	Full-time	Full-time	Separate	North East	Old	Both
Sarnia	Small	Part-time	Part-time	High School	West	New	Night
Timmins	Medium	Full-time	Both	High School	North	Old	Both
Toronto	Large	Full-time	Full-time	Separate	Central	Old	Both
Welland	Small	Part-time	Both	High School	South	Old	Night

* Size: by arbitrary definition, based on average program enrollment January–April, 1965, small includes an enrollment of up to 120; medium, 121 to 350; and large, above 351.

(b) Sample Size

After the centers were chosen, the number of trainees for interviews in each was determined. It was decided that the sample size should be large enough to give a confidence level of 80.6% [$(x/\sigma = 1.30$ (80.6%)]. Effectively then, in 80 cases out of 100, statements made on the basis of the sample would represent the conditions which existed in the universe population. The process used involved a simple random sample.

Table A-2 below shows the program enrollments and desired sample size for each of the six centers selected.

Some slight adjustment was made to the actual sample sizes to compensate for the duplication of trainee names in the files of some centers.[3] For each of the centers selected, the Technological and Trades Training Branch of the Department of Education provided the enrollment information necessary to calculate interview sample sizes. The information from each center included: total registered enrollment into the program up to and including April 30, 1965, the percentage of this enrollment which had entered and graduated, and the percentage which had withdrawn, either through failure or discontinuation.

[3] In two of the six centers the records contained some files on persons who had registered for courses but did not attend. In most cases the registration forms for these students were returned to the National Employment Service and thus were not part of the interview sample. Also some centers maintain their records by course taken. Thus those persons taking more than one course appeared more than once in the sample. These duplications were eliminated and replaced with new file cards drawn on a random, non-replacement basis.

(c) The Questionnaire

The general format for the trainee questionnaire was drawn up after preliminary discussions with several groups closely associated with the training program and its operation. Included in the format were six basic areas of investigation around which the final questionnaire was structured. These were:

(a) personal characteristics
(b) education characteristics
(c) work experience before entering the course
(d) details of course(s) taken
(e) work experience after the course
(f) miscellaneous general information

Copies of this format and the preliminary questionnaire were mailed for comment to a number of interested groups including: the federal Department of Labour, the Ontario Department of Education, the Ontario Department of Labour, the Ontario College of Education and the Ontario Economic Council.

The final questionnaire was comprised of 94 basic questions, of both the open and closed-end types. Final acceptance of the instrument was made after detailed field testing which is described under a separate heading. Copies of this questionnaire are in the keeping of the Ontario Economic Council and may be obtained on request.

(d) Test Center

London was selected as a test center for the development of interview procedures, the development of techniques for locating trainees and the testing of the trainee questionnaire. The close proximity of this training center to the University of Western Ontario, the age and size of the program and the general assessment of the program by the Department of Education were all factors in selecting London as a base for testing the survey instruments.

A sample of trainees for interview was chosen from the records of each center. To facilitate the simple random selection of trainees for interview each of the trainee file cards were numbered in alphabetical sequence. From this sequence, 150 trainee cards were selected using a random number table.[4] Data from these trainee record cards were recorded for a sample profile of the center's enrollees.

The profile sheets contained the following basic information: name, address, age, sex, date of entry into the course, date left course, course or courses taken and course disposition.[5]

The profile sheet was designed to serve two basic purposes in the study. First, it provided a convenient record of the information necessary to locate the trainee and second, it provided a number of pertinent details on personal characteristics which could later be used in an analysis of response and non-response categories. Consequently, the profile provided some information on all trainees, information which, through comparative analysis, would allow at least limited detection of significant differences in the personal characteristics of survey respondents and non-respondents.

(1) Mobility Check

After completing the profile sheets, it was necessary to contact each of the trainees in the test center sample. As a preliminary step, a short letter describing the nature of the project and a stamped, addressed card were mailed to each trainee in the profile. The card requested answers for two simple questions as follows:

1. If you are not now living at the address on the reverse side of this card, please give us your present address, and,
2. How many times have you moved since leaving the C.V.T. (Program 5) Course?

The cards were posted first class mail in anticipation of two types of returns, those

TABLE A-2
TABLE OF SURVEY SAMPLE SIZES

Center	Program Enrollment*	Discontinueds*	Sample Size
Cornwall	1,600	550	194
Ottawa	4,500	1,200	231
Sarnia	224	56	128
Timmins	800	200	178
Toronto	18,400	8,100	189
Welland	730	370	168

*Estimated (Ontario Department of Education) to April 30, 1965.

[4] Rand Corporation, A million random digits with 100,000 normal deviates, Glencoe, Ill., Free Press, 1955.

[5] Course disposition was broken down into the following categories:
1. Completed and Graduated
2. Completed and Failed
3. Standing Only
4. Discontinued (with reason)

who would respond and those who could not be located.

Of the 150 cards mailed, 17 (11%) were returned unopened, 47 (31%) were returned by the respondents with questions answered for a total return of 64 (42%). Of the 17 cards returned as undeliverable, the National Employment Service was able to locate, from a search of their files, 11 new addresses. Of these new addresses, seven of the 11 were located. Of the 54 trainees located in the mobility check, 40 were interviewed to test the questionnaire. In addition, 30 persons who had not responded to the mobility check cards were contacted with "cold calls". Of these, seven were interviewed. Finally, an additional nine non-respondents were contacted at their last known telephone numbers. Of these eight were interviewed. The practice of the telephone company to move the number with the householder, if he remains within an area covered by the same exchange, made it possible to locate three additional trainees who had moved. Of the 56 trainees contacted, only one refused to participate in the interview.

The mobility check served two purposes. It provided the project administrators with an insight into the problems of trainee location and the effectiveness of readily available procedures for locating trainees. And, it provided a sample of trainees for testing the survey instruments. The procedure was modified from center to center to meet local conditions. In some centers additional help in locating trainees was obtained from welfare agencies, police, parole officers, and Program 5 personnel.

(2) Questionnaire Testing

Throughout the interviewing process in the London test area, the questionnaire was modified to obtain useful information. Terminology was revised, questions were clarified, questions were deleted and new questions were added. The final draft was used in 20 of the 55 interviews conducted. Minor changes were made in the questionnaire in each of the six centers surveyed since the terminology from center to center was inconsistent. For the most part, these minor changes were handled in the interviewer training sessions.

Several conclusions were drawn from the test activity undertaken in London. It was evident from the outset that there would be some difficulty in locating trainees of the program, particularly those who entered during the initial years. Further, while the search techniques were reasonably effective, they were dependent on the completeness of the center's records and the availability of help from other agencies. The profile sheets were useful since they offered some comparison between the personal characteristics of respondents and non-respondents. In the London study the only significant difference between the two groups occurred in the age characteristic. The percentage of non-respondents in the 18–19 age groups was slightly higher than in the respondent group. Finally, the test study assisted in the development of interviewer training procedures.

(e) Selection of Trainees for Interview

The selection of trainees for interview was made by using a simple random sampling procedure. This gave maximum assurance that the cards drawn would represent trainees who had enrolled in all years of the program.

Consequently, the profile sheet was assumed to represent a statistically accurate picture of the course enrollment over the full period of a given center's operation. The number of profile cards selected from each center exceeded the number required for a statistically accurate representation of the center's enrollment;[6] from this profile, in order of random drawing, names were selected for survey interviews. Following the procedures used in the test center, all enrollment cards[7] in each center were numbered in sequence and then, using a random sample table, trainee cards were drawn from the file and recorded, in the order drawn, on the profile sheets.

The records used included trainees from all years of the program, although in some centers the records for 1961 and part of 1962 were incomplete.[8] Included in the sample were persons who had completed the course, persons who had discontinued and others still in training. Depending on the center, the records included trainees who:

(a) signed up for a course but did not attend[9]

(b) signed up, attended but withdrew before completion

(c) signed up, attended and
  (i) graduated
  (ii) failed
  (iii) obtained partial standing
  (iv) were still in training.

From the trainee file cards, profile sheets were prepared and, from these, part of the trainee background information was transferred to an interview contact card. This information included the trainee's name, address and telephone number, sex of the trainee and age at the time he or she entered Program 5. In addition, the interview contact card had space allocated for interview information (new address, disposition of contact, reason for non-interview, etc.). Part of the information on the trainee profile sheet was purposely excluded from the contact card in order that it might be used to cross check the information received on the completed trainee questionnaire.

The interview contact cards were divided up into area groups and the area designation was placed on the card. The division by area was made to minimize travel time and the cost of making the contact. These contact cards were later attached to the completed questionnaire forms so further follow-up and checking were facilitated.

(f) Interviewer Training

In each of the six centers, interviewers were selected from a group of secondary and primary school teachers and in some cases university students. None of those selected had any previous association with the program under study. Training sessions were held to review the questionnaire, results of the test study and possible problems which might be encountered in conducting the interview.

Each interviewer was sent into the field with a limited number of trainee contact cards and within two or three days a second meeting was held to review the interviewers' experience with these contacts. The initial questionnaires, completed by each interviewer, were reviewed in detail. Any problems which arose were discussed for the benefit of the entire group of interviewers. Interview results were checked by one of the project co-directors. In those cases where the information was not clear or was incomplete, the questionnaire was returned to the interviewer for clarification. Where necessary, the trainee was again contacted in order that the questionnaire might be satisfactorily completed. Detail and accuracy were stressed in the completion of the questionnaire.

---

[6] See Table A-3.

[7] In some centers it was necessary to number enrollment forms as card files were not used.

[8] In Ontario the number enrolled in the program in 1961 was insignificant. Most of those shown in fiscal year 1961 were actually enrolled in calendar year 1962.

[9] The number in this category was insignificant since most records for those who did not enroll were returned to the respective N.E.S. offices involved in registering the prospective trainee.

(g) Contacting the Trainee

The many and varied situations of the interviewee made it necessary to conduct interviews at various times of the day. In all cases the interviewer tried to accommodate the availability of the trainee. Early evening appeared to be the most effective time for making contact with the trainee. Shift work, in some cities, however, made it necessary to carry out interviews in both the morning and the afternoon.

Approximately 50% of the interview contact cards had telephone listings and each interviewer was instructed to make the initial contact with the trainee over the telephone, requesting an appointment for the interview. Each interviewer was instructed to revert to "cold call" contacts if the refusal rate over the telephone was high. This was not a significant problem in any of the centers. Where contact was made the interview was usually granted. In those cases where the trainee could not be contacted on the first call, the interviewers were instructed to return to each trainee address twice more unless they were able to determine that the trainee had left the listed address.

In those cases where the interviewer could not locate the trainee, or determine that the trainee was not available for interview, he was instructed to return the card. These cards were checked for further information at the National Employment Service, the Program 5 centers and other agencies. In some cases, the interviewers did this follow-up work prior to returning the card. This form of checking was required in almost 50% of the interview contact cards. The effectiveness of these procedures varied from center to center depending on the size of the city, the number of National Employment Offices involved and the size of the program. As might be expected, follow-up of trainees who had been out of the program for a number of years was less effective than the follow-up of those more recently enrolled. On the average, other sources resulted in new addresses for approximately 25% of the trainee cards, although many of these did not produce contacts.

(h) The Problems of Non-Response

The difficulties encountered in locating trainees of Program 5 after they had withdrawn from the course were not unexpected. The test center experience indicated that these trainees were a mobile group. In the actual study, the difficulties were borne out as shown in the non-response rates (Table A-3). This was particularly true of the larger centers surveyed. However obtaining some detail of work records and of student attitudes was essential to the study. Consequently every effort was expended, with varying degrees of success, to contact trainees in each of the six centers. The degree of response ran from a low of 52% in Toronto to a high of 78% in Sarnia. This response range appeared reasonable in view of the mobility of the group under study.[10] Also, when compared to other similar studies, the range of response rates was expected.

TABLE A-3
SURVEY RESPONSE RATES BY INTERVIEW CENTER

Center	Profile	Sample Size	Cards Used	Interviews	Response Rate	Non-Response Rate
Cornwall.....	354	194	268	165	61%	39%
Ottawa.....	505	231	353	224	63%	37%
Sarnia.....	285	128	208	163	78%	22%
Timmins.....	389	178	270	179	64%	36%
Toronto.....	345	189	221	113	52%	48%
Welland.....	253	168	197	152	77%	23%
Totals.....	2,131	1,088	1,517	996		

Many factors affected the response rates. In Sarnia, where the community is relatively small and the program is new, trainees were not difficult to locate. The large area of Toronto, the age of the program, the tendency of students to locate in the area of the school until training was completed, then move, and the changing face of the city (many of the original addresses given were no longer in existence) severely complicated the problems of locating trainees. In Timmins, where a labour surplus existed among females, some move out of the community and, because of the city's geographic location, the moves are usually of a great distance.

The non-response rates shown in Table A-3 impose recognized limitations on the data collected. When significant non-response rates occur bias enters the analysis raising questions about the validity of the data. For example, in Timmins 36% of those persons selected for interview could not be reached. Thus well over one-third of the interviewees and their characteristics are missing from the Program 5 analysis in this center. Extreme care was exercised to insure that the analysis of respondents data was not projected to represent those in the non-contact group. In the first part of the trainee section, the statements made cover only those persons interviewed. Statements are made only about those trainees who took the course, remained in the survey center and were contacted and interviewed. Persons who left the community (presumably a large number of the non-respondents fall into this category) are discussed separately.

Secondly, in anticipation of some significant non-response rates, a complete profile analysis of all potential interviews was prepared from the files in each center. This procedure facilitated some comparison of personal, educational and course characteristics of both groups and was designed to determine differences in these characteristics between the two groups. These comparisons allowed the researchers to draw some conclusion about the differences between the groups and this analysis is presented in a separate section of the report.

It was necessary in drawing up the interviewing procedure to impose some restrictions on the limits to which the interviewers could go to contact a trainee. In all

[10] The largest single reason for non-contact of the trainee was "moved, no forwarding address", while of those contacted in the survey almost 35% had moved at least once since enrolling in Program 5.

centers, except Toronto, Welland, and Timmins, the interviewers were restricted to a 20 mile radius. In Toronto, the restriction was held to a 10 mile radius. In Welland, however, it was necessary to conduct interviews in many of the surrounding communities including Port Colborne, Fort Erie, and Niagara Falls, since, during the early years of the program, a significant number of trainees were drawn from these adjacent centers. In Timmins, the interviewers made a number of contacts in South Porcupine.

In addition to those cards removed from the sample because of distance, some duplicate cards were also removed. Finally some cards (spares) were drawn and held back for contingencies such as those just mentioned. Where those cards were not used, they were excluded from the "cards used" tabulation. In all cases where cards were removed and replaced, the replacements were made from the spares in the order of their random sample occurrence. (See Table A-3).

The interviewers made every effort to record the reasons for non-response on the contact cards. Only in Toronto were refusals encountered and these were not considered a significant problem. In all other centers a located trainee almost always resulted in a completed interview.

A detailed analysis of the non-response group was done in order to determine if any differences existed between the respondents and non-respondents. This procedure was made possible by the data available from the profile sheets. Because the characteristics of non-respondents were considered important, a great deal of effort was expended to correlate the backgrounds of this group with those who were interviewed. The availability of the profile data, and the cost involved, prompted a decision not to attempt a further follow-up of the non-respondents. Further details of response and non-response rates are included in the profile analysis.

The availability of information on each trainee, respondent or non-respondent, made it possible to compare some personal characteristics and course results for both groups. As a result, even where the response rates do not allow projection of findings into the non-respondents group, the analysis of profile data made a number of group comparisons possible. A cross-referencing of characteristics by group (respondent and non-respondent) was done to determine if there were significant differences between those interviewed and the non-interview group.

To cross check the multitude of factors surveyed all questions were put on computer punch cards. The questionnaire was designed to facilitate computer sub-group analysis although some questions were handled by other methods. Comparison of factors for both the interviewed and the non-interviewed groups was simplified with the use of these techniques.

II. The Employer Questionnaire

As an integral part of this study of training for unemployed persons, it was necessary to gain some measure of employer attitudes and experiences toward the trainees who had graduated under the Canadian Vocational Training Program.

A sample of employers in Ontario was contacted through a mailed questionnaire which was considered to be an effective way of making contact, and the most practical way of obtaining the information desired in view of the research resources available. The employer questionnaire sought to obtain information under the following general headings:

1. General company characteristics
   (a) number of employees (total)
   (b) number of employees by category,
      (i) skilled
      (ii) semi-skilled
      (iii) unskilled
      (iv) clerical
2. Employer hiring practices, requirements and manpower sources.
3. Employer planning for manpower requirements.
4. Employer training programs.
5. Employer knowledge of Program 5.
6. Information about Program 5 trainees where employers had hired them.

(a) Questionnaire Design

The questionnaire was designed to embody specific questions dealing with each of the general areas previously outlined. Questionnaire length was an important consideration since it was felt that it could have a direct effect on the response rate achieved. The instrument used consisted of both closed-end and open-end questions with a number of skip patterns where questions were not applicable to some employers. Copies of the questionnaire can be obtained from the Ontario Economic Council.

(b) Questionnaire Testing

The initial questionnaire was tested with ten companies in the Western Ontario area. In all cases personal calls were made to explain the nature of the project and to solicit actively suggestions for improving the clarity and design of the questionnaire.

After the first test sample was returned (9 out of 10 employers responded), discussions with the Ontario Economic Council and the Ontario Department of Labour were undertaken and further modifications were made to the questionnaire. Comments were also requested and received from the federal Department of Labour. A modified questionnaire was sent to a second group of 10 employers with all 10 responding. Finally, with some further modifications, 45 additional questionnaires were mailed out to selected employers (prior contact was not made in this case) and 24 of these were returned. Based on these tests, the final questionnaire was prepared and mailed to 2,040 Ontario employers.

(c) Employer Sample

A list of Ontario employers with 15 or more employees[11] was obtained from the Dominion Bureau of Statistics.[12] This list did not include firms in the construction or hospital industries in Ontario and a separate list was obtained from the Dominion Bureau of Statistics through the federal Department of Labour to cover these industries. The total number of employers listed (the universe) was 11,927.

Again a simple random sample was used to select the employers to be contacted. The lists were numbered in sequence and using the Rand Tables, a sample of 2,040 employer names was selected from the lists. The sample represented approximately 17% of the universe population.

(d) Questionnaire Administration

The initial questionnaire mailing was made late in August and a follow-up mailing was made late in September, 1965. Included in each mailing was a questionnaire (a letter of explanation was printed on the first page of the questionnaire) and a stamped, self-addressed envelope for its return. The follow-up mailing included the same components plus a letter explaining the follow-up. Each of the questionnaires was coded to facilitate follow-up without duplicate mailings to those who had responded previously. Response to this mailed questionnaire amounted to 54% of the total sample of 2,040 employers. This

[11] While the list was purported to be Ontario employers with 15 or more employees a number of those responding indicated fewer than 15 total employees.

[12] Annual Wage and Salary Survey, Ontario Employers, Department of Labour, Ottawa, 1963.

included a small return from companies which did not feel that the questionnaire was applicable to their particular businesses.

Finally, in mid-November, a short questionnaire was mailed to 100 of the non-respondents. This mailing was made to determine if those who had not responded, in terms of size, and location, differed significantly from those who had responded. Further details of the response, non-response statistics are dealt with in the section of the report covering the analysis of employer questionnaires.

All questions from both the employer questionnaire and the follow-up questionnaire were coded for analysis. In addition, such factors as industry, company location, proximity to C.V.T. training center and response—non-response were coded for the universe group. Comparisons were then possible between these factors for respondents and non-respondents to determine if significant differences did exist. These differences are discussed in the employer section of the report.

III. Administrative Interviews

The third important aspect of this study of training for the unemployed in Ontario centered around the program's administration. The Technical and Vocational Training Agreement vested authority and responsibility for the operation of Program 5 in several arms of the government.

The objectives, assigned roles and methods of operation of each administrative group came under scrutiny. Spanning the gap between unemployment and employment with education is a difficult job requiring administrative flexibility and adaptation to need. The needs of both trainee and employer must be met if the program is to be successful, a difficult job since many of the needs, at least in the short term, are divergent. Viewing the processes of attraction to the program, induction into the program, training in the program and placement from the program was the objective of this section. Looking at it through the eyes of those who administer the program was chosen as the most effective way to analyse these processes.

(a) Coordinator Interviews

Investigation of the administrative aspects of the Canadian Vocational Training Program involved interviews combining a number of methods. Personal interviews, unstructured and open-ended, were conducted with 40 of the 41 Program 5 coordinators in the program at June 30, 1965. These interviews covered a multiplicity of subjects ranging over all aspects of the program operation. The purpose of conducting these interviews was four-fold The researchers wanted to:

1. Gain an insight into what was described as a highly decentralized program.
2. Obtain first hand knowledge of those problems and needs peculiar to particular programs and areas.
3. Gather information about operating constraints, objectives and policies at the local levels of the program.
4. Obtain suggestions, from those with a wide range of experience, for improving the program.

It was not an intention of this segment of the study to seek a consensus of opinion from coordinators as a group although, on some subjects, there was a great deal of agreement that could be useful in future program development.

(b) National Employment Service

Interviews similar to those administered to the coordinators, were held with the N.E.S. officers designated for Program 5 in each of the six centers where trainee interviews were undertaken. The purpose was to gain an insight into the operating problems of the recruitment and, in some cases, the placement processes of a vocational training program for the unemployed. These interviews were considered particularly important in view of the often competing and conflicting placement tasks imposed on the National Employment Service.

(c) Miscellaneous Administrative Interviews

Interviews covering several different aspects of Program 5 were carried out with the Ontario Department of Education, the Adult Training and Counselling Center and the Regional Office of the National Employment Service in Toronto. Each of these interviews was conducted to gain a further insight into the administrative operations of the program in Ontario.

Investigation of program records and procedures along with a project to view some of the possible effects of counselling were undertaken to broaden the scope of the administrative study.

(d) Program Counselling

A project, one of investigating some of the before and after effects of testing and counselling, was undertaken at the Keele Street School in Toronto. Since approximately half of the students registered at Keele did so prior to the inauguration of the Adult Counselling Center, it was felt that an analysis of the results, graduates, failures and discontinuations, might provide some limited insight into the effect of counselling and testing.

Approximately 60 interviews were also conducted at Keele to determine if there were any significant differences in such factors as age, sex, etc., between the group in training during this period of high employment and previous groups. The results are reported in detail elsewhere in the report.

(e) Study Direction

While at no time did the Ontario Department of Education attempt to limit or guide the direction of the study, it did make it clear that information which would help them formulate future plans for the program would be most desirable; more specifically, that the study would be most worthwhile if the results of this research could produce pragmatic guidelines. This suggestion was kept in mind throughout the study and, perhaps, was the guiding factor in choosing to study a large part of the program rather than some more limited aspect of it.

APPENDIX B

Non-response Analysis

The problem of non-response in contacting Program 5 trainees was discussed earlier in the report. The purpose of this appendix is to outline in more detail the nature of the problem, how it was dealt with, and how it affected the findings.

I. Nature of the Problem

The research design called for a number of interviews to be conducted with a sample of persons who had enrolled in training in each of the six selected survey cities. Further, to obtain a representative cross section of trainees in each city, persons to be interviewed were selected at random from the files in each center from the start of the program in each city to a cut-off date which was set at June 30, 1965. It was considered important to have a random sample in order to attempt to draw conclusions about the characteristics of trainees in each center, and to determine if any significant trends had developed since the program's inception in the various cities.

The nature of the sample (random) and the nature of the mobility characteristics of the population in general, and the unemployed in particular, made it apparent that it would not be possible to contact and interview all prospective trainees. The fact that it was likely that some of the selected respondents would not be contacted gave rise to the problem of non-response.

The occurrence of non-responses becomes a problem only when it is found that the non-response group has characteristics unlike those of the response group. If such is the case then it is not possible to draw conclusions about all trainees in a particular center. Therefore the findings and conclusions drawn must be restricted to those who could be interviewed, the response group. If characteristics of both groups are similar then it may be possible to project the sample findings to all trainees who have taken training in the various cities.

II. Dealing With the Problem

To determine the magnitude of the non-response problem, and to devise means to maximize the chances of reaching selected respondents, a preliminary test was conducted in the London Program 5 center (See Appendix A). Two important conclusions were drawn from this test. First, some non-response was likely and, therefore, it would be necessary to obtain as much information as possible about the personal and other characteristics of non-respondents to determine if these two groups differed to the extent that the findings could only be discussed in terms of those who could be interviewed.

Second, because of this expected non-response, it would be necessary to use all possible sources of information to obtain the most recent address of trainees. The National Employment Service was extremely helpful in this regard. Their local offices were able to provide recent new addresses in a number of instances. Other methods were also used and these are described in Appendix A.

To obtain comparative data on the response and non-response groups information was taken from the files at each of the six training centers. In most cases this data was taken from application forms. While the information contained in the files was limited, the following data was transcribed for purposes of comparison: sex, age, marital status, level of formal education, and where available, the course completion record (completed or discontinued).

There was no information available concerning the trainees' employment experience before or after training. This information on each trainee was recorded on punch cards and coded to indicate whether or not a particular trainee card represented a completed interview or a non-response. The data was then analysed for differences between the two groups.

III. Significance of the Problem

The actual non-response rates, and method of calculation, are described in Appendix A. In summary the rates were as follows: Cornwall, 39%; Ottawa, 37%; Sarnia, 22%; Timmins, 36%; Toronto, 48%; Welland, 23%. As mentioned earlier, this non-response rate becomes significant if it is found that the charateristics of this group differ from the group who were interviewed.

Comparisons of the two groups, using tests of significance, indicated that there were no significant differences between the two groups with respect to personal and education characteristics. Therefore it is possible, in a general way, to project the personal and educational findings, described in the chapter on the trainee, to all trainees in the centers concerned. However, because there are indications that these characteristics can be projected, it does not mean that other findings can be similarly projected, because of the lack of available comparative data.

In summary, the data presented in Chapter III are based on information obtained from those who were interviewed, and the findings and conclusions relate only to this group. Because a sufficient amount of information is not known about the non-response group, these findings should not be projected (with the possible exception of the main personal and educational characteristics) to all trainees in the six survey cities.

It would have been difficult to get more representative data even under optimum conditions (unlimited financial and research resources). Great care was taken to insure that the data gathered was the most representative available. Therefore, in spite of the limitation described above, the data in Chapter III represents the best available information on past Program 5 trainees.

APPENDIX C

Program 5 Courses in Ontario

THE FOLLOWING is a listing of the courses which may be offered under Program 5 in Ontario. The decision to offer a particular course in a community requires the approval of the Department of Education which is granted after the need for a course has been determined by the department in consultation with the coordinator and the board of education in the community concerned. (All courses on the list have been approved by the federal government.)

This information was taken from the Program 5 Handbook used by the Department of Education in the administration of the program.

No.	Course	Grade Prerequisite	Length In Months
1.	Adding Machine Servicing	10	10
2.	Appliance Servicing	10	10
3.	Artistic Glassware Fabrication	9	10
4.	Automotive Upholstery and Trim	8	10
5.	Basic Training for Skill Development Grades 7, 8, 9	....	3 per grade
6.	Basic Training for Skill Development Grades 10, 11, 12	....	4 per grade
7.	Blueprint Reading—Architectural	8	2½
8.	Blueprint Reading—Mechanical	8	2½
9.	Building Maintenance	8	1½
10.	Butchers and Meat Cutters	8	6
11.	Business Machines	10	1-3
12.	Certified Building Custodians	Open	3
13.	Chef Refresher Course	9 (and experience)	2
14.	Clerk-Typist	10	6
15.	Commercial—Accountancy	10	10
16.	Commercial—Clerical	8	10
17.	Commercial—Dictating Machines	8	8
18.	Commercial Refresher	10	4
19.	Commercial—Stenographic (Secretarial)	10	10
20.	Commercial Art	10	6-10
21.	Commercial Vehicle Operators	8	3
22.	Coil Winding	8	2
23.	Fabrics Manufacturing	9	6
24.	Data Processing	11 (Commercial)	3
25.	Diesel Mechanics	10	10
26.	Drafting—Architectural	10	10
27.	Drafting—Mechanical	10	10
28.	Drafting—Engineering Drawing	10	10
29.	Diamond Drilling	....	1½
30.	Electric Motor Repair and Rewinding	10	10
31.	Electronics	10 (12 Preferred)	10
32.	Farm Training	8	6
33.	Farming—Mechanics of	8	6
34.	Furniture Upholstery and Finishing	8	6-10
35.	Manufacturing Upholstered Furniture	8	10
36.	Practical Gardening	8	6
37.	Horticulture and Gardening	10	10
38.	Gas Appliance Servicing	10	10
39.	Gas Servicing	8	3
40.	Glove Making	10	3
41.	Heavy Duty Equipment Mechanic Operator	10	5
42.	Homemakers	8	4
43.	Homemaking	8	1
44.	Home Assistants (Quetico)	....	2
45.	Industrial Hydraulics Repair Trade	12	10
46.	Instrument Repair (Instrumentation)	10	10
47.	Interior Design and Decorating	10	4½
48.	Key Punch Operator	10 (40 W.P.M.)	2
49.	Machine Shop	10	10
50.	Metal Fabrication	8	10
51.	Lathe Operator	8	3
52.	Letter Press Printing	10	4
53.	Offset Lithography	10	4
54.	Offset Printing	8	4
55.	Oil Burner Servicing	8	3
56.	Office Equipment Servicing	10	5
57.	Pharmaceutical Tablet Manufacturing	10	6
58.	Pocketbook Making	10	3
59.	Prospecting, Geology and Mineralogy	8	3
60.	Pre-employment Industrial Training (follows skill course)		½
61.	Refrigeration—Pre-Apprenticeship	10	5
62.	Retail Merchandising	8	4
63.	Selling—Direct and Creative	8	4½
64.	Service Station Attendants and Small Engines	8	6
65.	Sewing—Custom	8	4½
66.	Sewing—Industrial (Power Sewing)	Open	2-4
67.	Signwriting	8	10
68.	Souvenir Crafts Manufacturing	Open	3
69.	Steel Layout and Welding	9	10
70.	Tire Cord Manufacturing	9	3
71.	Tourist Guides	Open	1
72.	Tourist Resort Services	Open	2
73.	Typewriter Servicing	10	10
74.	Waiters and Waitresses	8	2
75.	Welding Fitter	10	10
76.	Welding Operator	9	5
77.	Welding—Shipyard	9	3
78.	Journeymen—Updating Courses	(See note 1)	1
	Journeymen Carpenters, Lathers, Painters and Decorators, Plasterers, Plumbers and Fitters, and Sheet Metal		1

NOTE:

(1) Proof of Journeymen Standing shall be shown by:
- (a) an apprenticeship certificate,
- *or* (b) recommendation by a trade union.
- *or* (c) documentary evidence from previous employers of 5 years experience in the trade.

APPENDIX D

Student Living Allowances Progam 5 - Province of Ontario

THE FOLLOWING is a description of living allowance categories used for the purpose of determining the allowances a trainee will receive while taking Program 5 training. This information was taken from the Program 5 Handbook used by the Ontario Department of Education in the administration of the program.

CATEGORY "A" — $ 5 per training day
CATEGORY "B" — $ 6 per training day
CATEGORY "C" — $ 9 per training day
CATEGORY "D" — $11 per training day
CATEGORY "E" — No Allowance

Category "A" is for the trainee who is without dependents,[1] who need not move[2] to take training and is in one of the following classifications: single, separated, divorced, widowed or a married woman whose husband earns $75 or less per week, gross pay.

Category "B" is for the trainee in one of the classifications in "A" but, because of distance must move from his original residence to the vicinity of the training center.

Category "C" is for the trainee who need not move to take training and is in one of the following classifications:

1. Married man.
2. A married woman who is acting as head of the family for the duration of the course because her husband can not work for reasons of health.
3. Single, separated, divorced, widowed and supporting a wholly dependent person.

Category "D" is for the trainee in Group "C" but who must leave his dependent(s) and move from his original residence to the training center thus maintaining two homes.

Category "E" is for the trainee whose spouse earns over $75 per week, gross pay.

---

[1] Dependents must be wholly dependent (with an income of less than $950 per annum), supported solely in Canada by the trainee and are:

a. children under sixteen years of age.
b. children sixteen years of age or over who are in full time attendance at school or university.
c. children of any age, who are mentally or physically infirm.
d. persons related by blood, marriage or adoption and living in a dwelling maintained by the trainee.

[2] To determine the need for moving, the trainee's residence must have been at least 15 miles from the training center. This means that trainees living less than 15 miles from the training school are expected to commute. If they do move, they do so on the understanding that their rate will not be increased.

APPENDIX E

Program 5 Completion Records

PROGRAM EFFECTIVENESS is measured in many ways with each providing some insight into the achievements and performance of its operation. Perhaps the most widely used measure is the completion rate, but unfortunately there are a number of methods by which this can be calculated and each results in a different index figure. Appendix E is presented to clarify the method of calculation used in Chapter III of this study.

A great deal of attention has been focused on the effectiveness of the program and no doubt this attention has brought about significant improvements. But many factors make these improvements difficult to measure. Program differences from center to center, differences in objectives and implementation, in courses and standards and in local economic conditions are all factors which affect the relative comparisons of performance data. However, regardless of the limitations, some measures are necessary and do serve a useful purpose as one factor in the evaluation of operational achievements. These statistics and a close liaison with the coordinators can provide useful information for program evaluation.

Part of this survey was aimed at gathering composite figures for assessing the program's performance, particularly the completion-discontinuation rates. After considerable thought it was decided that none of the existing methods presented an accurate picture of the program's completion rate and although what is presented in this section has shortcomings, it appears to offer some reporting improvements. In addition, it explains in detail the method used to calculate the completion-discontinuation rate in Chapter III of the text. Concern for possible misrepresentation prompted a review of this figure as one criterion for measuring program performance. Table E-1 was the outcome and it is explained fully in the text which follows.

Table E-1 shows the completion and discontinuation rates for the trainee survey group with recognition given for completion of courses at each level. Effectively, this method of calculating the rate of discontinuations differentiates between those on their first course and those on a second or third course. The composite completion rate is calculated by weighting the course completions (i.e. giving credit for each course completed) and then comparing this figure with the number of trainees who discontinued.

TABLE E-1

COMPLETIONS AND DISCONTINUATIONS—TRAINEE SURVEY
WEIGHTED TO INCLUDE ALL COURSES TAKEN

Percentages*

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
1st Course†						
Completed	62	53	39	44	60	65
Discontinued	35	39	51	46	33	33
Other‡	3	8	10	10	7	2
2nd Course						
Completed	81	55	36	48	69	67
Discontinued	15	30	50	48	23	21
Other	4	15	14	4	8	12
3rd Course						
Completed	83	45	0	50	90	100
Discontinued	17	45	0	25	0	0
Other	0	10	0	25	10	0
*Composite***						
Completed	66	53	39	45	64	66
Discontinued	31	37	51	46	28	31
Other	3	10	10	9	8	3

* It should be recognized that the base numbers for percentages shown under 3rd Course are small, however the weighted composite calculation adjusts for base number representation at each course level.

† In training excluded from all percentage calculations.

‡ Other, includes failures and standing only, or partial completion.

** Weighted to reflect credit for completions at each course level and base numbers.

The usual way of calculating the discontinuation rate is to divide the number of discontinuations by the total number enrolled. Inherently this has three problems. First, the calculation assumes that all those enrolled and still on course will graduate. Second, and more important, it does not differentiate between those who discontinue during the first course and the second or third courses. For example, a person who enters, completes one course and leaves is considered a completion. If that same person entered, completed one course, entered a second course and discontinued during the second course, he would be recorded as a discontinuation. Finally, the calculation gives no recognition to failures which are, in fact, completions, though not graduates.

To illustrate the effect of including those on course in the calculation, consider Sarnia, a relatively new training center. Table E-2 shows a discontinuation index of 43.2 as of March 31, 1965. At that time, the total enrollment since the program's outset was 359[1] and the discontinuations totalled 155. Also, at March 31, 1965 the center's monthly report indicated 114[2] students on course. If these are subtracted from the enrollment, since they have not finished their courses, the new total becomes 245 and the discontinuation index as a percent of this figure becomes approximately 63% instead of 43.2% as shown in Table E-2.

As important as the inconsistencies of completion-discontinuation calculations is the fact that when the figure is calculated giving weighted recognition to each completed course, a measure of upgrading emerges. This measure, if reported consistently, could provide the program with a more accurate assessment of performance. Apparently many trainees can get employment after completing only the upgrading courses. If this is the case, a far more meaningful measure may be found in assessing the extent to which Program 5 contributes to the effective upgrading of the labour force in Ontario. It could provide more adequate recognition of the value of incremental increases in education for persons seeking employment.

One very plausible alternative arises when the basic upgrading of the labour force is highlighted. Many trainees who have completed their basic upgrading may find the acquisition of skill training on-the-job more acceptable than further course work. The program could add significantly to the value of basic training if those who leave after upgrading could be placed in jobs where further training was available.

---

[1] Department of Labour, Summary of Monthly Statistical Reports, April 1, 1961 through March 31, 1965.

[2] Department of Education, Enrollment in Training Centers as of March 31, 1965.

TABLE E-2
DISCONTINUATION INDEX
BY SURVEY CENTER

	Cornwall	Ottawa	Sarnia	Timmins	Toronto	Welland
Discontinuations as a percent of total enrollment.....	41.9	34.1	43.2	60.8	58.0	43.4

Source: Department of Labour, Summary of Monthly Statistical Reports, April 1, 1961, through March 31, 1965.

TABLE OF CONTENTS

		Page
Foreword		1
Acknowledgements		2
Introduction		3
Summary of Major Findings		5
Recommendations		8
Chapter		
I	Background of Program 5	13
II	Objectives and Responsibilities	18
III	Trainees: Who Are They	22
IV	The Program Process: Induction, Training and Placement	43
V	Survey of Ontario Employers	48
VI	Testing and Counselling	54
Appendices		
A.	Research Design	58
B.	Non-Response Analysis	64
C.	Courses Offered in Ontario	65
D.	Trainee Living Allowances	66
E.	Completion Records	67

Members of the Ontario Economic Council, which initiated the study and endorsed this report, are:

Archer, David B.
Clarkson, Stuart W.
Cranston, Wm. H. (Chairman)
Engholm, R. A.
Gathercole, Geo. E.
Gibson, J. Douglas
Hill, Rowland G.
Jones, Oakah L.
Lane, Prof. S. H.
Littlejohn, Purvis
McRae, Ian F.
Moore, J. H.
Munro, Chas. G.
Plumptre, (Mrs.) A. F. W.
Sefton, L.
Sheppard, G. H.
Stadelman, Wm. R.
Thompson, W. Roy
Wood, Dr. W. Donald